FURTHER CORRESPONDENCE

RELATIVE TO THE

COLONY OF FIJI.

[In continuation of C. 1404 of February 1876.]

Presented to both Houses of Parliament by Command of Her Majesty.
August 8, 1876.

LONDON:
PRINTED BY HARRISON AND SONS, ST. MARTIN'S LANE,
For Her Majesty's Stationery Office.

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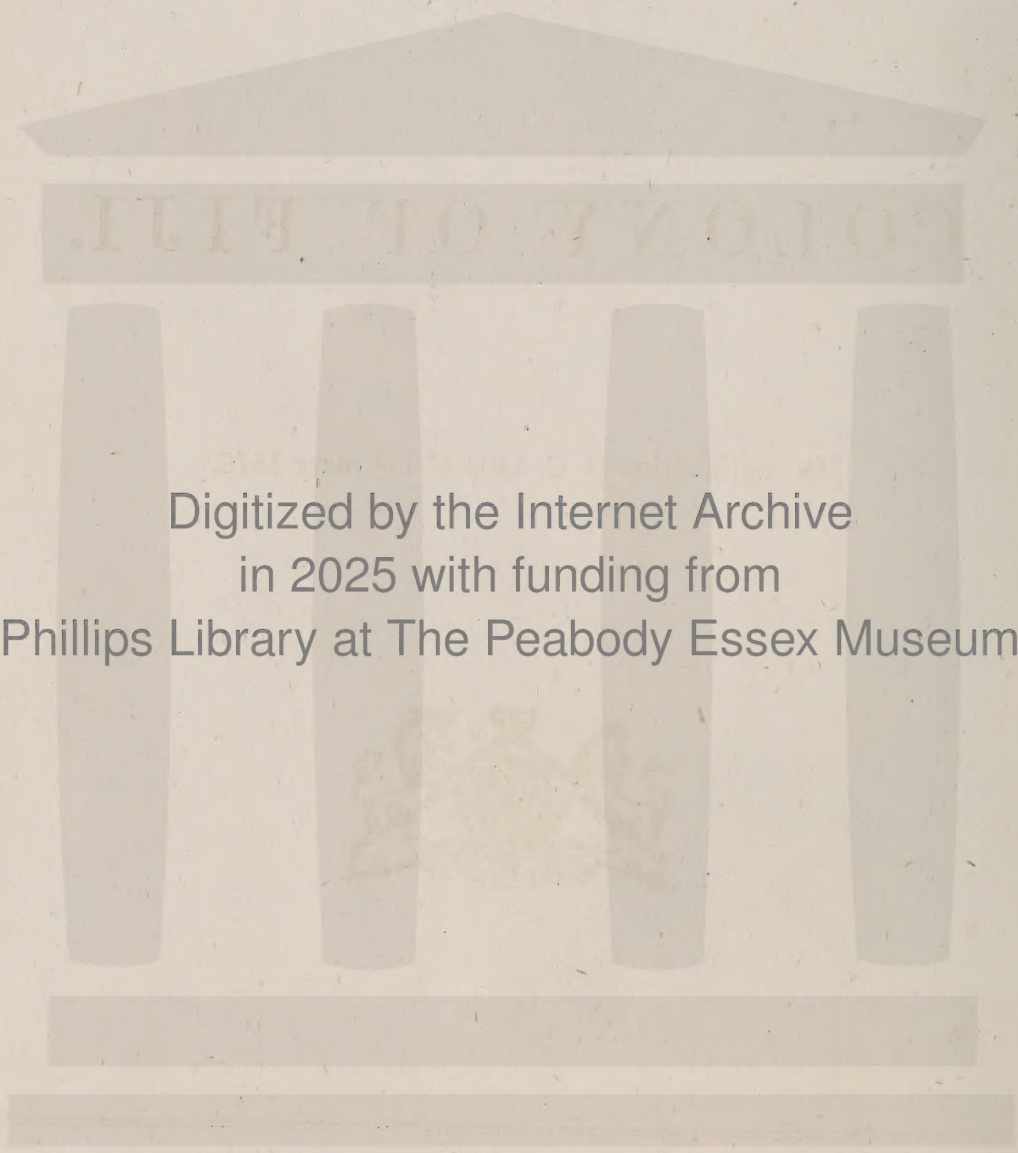

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Further Correspondence relative to the Colony of Fiji.

(In continuation of C. 1404 of February 1876.)

No. 1.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(*Received December* 13.)

My Lord, *Nasova, Fiji, September* 9, 1875.

I HAVE the honour to inclose a copy of the short speech made by me on the assumption of the Government, and a report, extracted from one of the local newspapers, of the proceedings which took place on that occasion.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure in No. 1.

Extract from the "Fiji Argus" of September 10, 1875.

INAUGURATION OF THE GOVERNMENT.—THE second chapter in the history of Fiji as a British dependency may be dated from Wednesday last, on which day Sir Arthur Hamilton Gordon read the Royal Charter constituting these Islands into a separate Colony, and was sworn in as first Governor under it. The morning was most auspicious, and the ceremonies at Nasova were attended by the principal residents of Levuka, and many visitors from all parts of the group. The dignified and unostentatious bearing of His Excellency made a marked and most favourable impression—the impress of a good understanding between the Governor and the governed. Long before 12 o'clock throngs of ladies and gentlemen wended their way to the Vice-regal habitation, the flagstaff of which was gaily adorned with bunting. A guard of honour, composed of blue-jackets and marines from Her Majesty's ship "Barracouta," under Lieutenant Maxwell, and a troop of native soldiers, under Lieutenant Olive, occupied the front and both sides of the building. His Excellency, dressed in the Windsor uniform, and wearing the decoration of St. Michael and St. George, appeared in the centre of the verandah exactly at 12 o'clock, and was attended by Mr. E. L. Layard, late Administrator of the Government; Sir W. Hackett, Chief Justice; Captain Stevens, Her Majesty's ship "Barracouta;" Captain Havelock, Receiver-General; Mr. De Ricci, Attorney-General; Mr. Thurston, Auditor-General, and a number of other celebrities, as well as his Private Secretaries and Aides-de-camp.

Sir Arthur then directed all to uncover, and, producing from its casket the Royal Charter, in a clear, sonorous, and distinct voice read it. Three cheers were then given for Her Most Gracious Majesty, and a Royal salute of twenty-one guns was fired from two field guns landed from the "Barracouta."

Captain Havelock, the newly-appointed Colonial Secretary, then read his Excellency's Commission, at the conclusion of which three hearty cheers were repeated, and a Governor's salute of seventeen guns fired.

His Excellency then made the following exceedingly well-timed remarks as follows:—

"Gentlemen,—I have now assumed the administration of the Government, and my first act on its assumption is to appeal to all inhabitants of the Colony, settlers

and natives alike, to co-operate with me in the endeavour to raise Fiji to that position of prosperity and importance which we trust it may one day attain.

"Her Majesty's injunction, which has just been read, that you should be 'aiding, assisting, and obedient to him who represents her here,' has, I am sure, not fallen on inattentive and unwilling ears. For myself, I will only say that it is in no light spirit that I have undertaken the task confided to me. No light cause would now induce me to abandon it.

"That I shall make mistakes in my administration is probable; that I cannot give satisfaction to all is certain; but, with the blessing of God and your support, I do not despair of being useful to the new Colony. Its history as a Colony begins to-day. May the record of its yet unwritten pages be one of prosperity and peace, of harmony and justice."

This was received with great applause, and the interesting proceedings were brought to a close.

No. 2.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received December 13.)

My Lord, *Nasova, Fiji, September 9, 1875.*

TAKING advantage of the probability that a large number of planters and other settlers would assemble here to be present at the proclamation of the Charter, I invited them, by a public notice, to meet me at Nasova on the day following that of my formal assumption of the Government, and they accordingly assembled here on the 2nd instant to the number of about 200.

2. I have the honour to inclose a report of the Speech made by me on this occasion.

3. This report is, so far as it goes, tolerably faithful, but is of course incomplete, and the compression to which what I said has been subjected has, in some cases, I fear, rather obscured the sense and sequence of my remarks.

4. The immediate effect of this Speech has undoubtedly been in the highest degree satisfactory, but how far the favourable impression thus produced is likely to be a durable one remains to be seen. I fear I cannot anticipate that it will be of long duration.

I have, &c.
(Signed) ARTHUR GORDON.

P.S.—I should add that of the questions proposed by me, the two regarding coolie immigration were unanimously answered in the affirmative. The three questions respecting the suitability of Levuka for the capital were answered in the negative by a large majority.

A. G.

Inclosure in No. 2.

Speech.

IT is not my intention to make any formal set speech, or to indulge in oratorical figures or safe official utterances. I wish to say a few plain words to you very plainly, to ask some questions, and to give some information. Formal addresses and replies are all very well in their proper place and at their proper time, but their place is not here, and their time is not now. At the outset of a new Colony the utmost freedom of intercourse between Governor and governed is, in my opinion, essential. Very large powers have, as you are aware, been entrusted to me, and these powers I shall not hesitate, if necessary, to use; but it will always be my desire to act in accordance with your wishes. Sometimes it may be impossible for me to do so consistently with what I deem my duty, but experience has taught me that in nine cases out of ten where the wishes of a community are disregarded by its rulers, it is not the result of deliberate intention, but of ignorance as to what the wishes really are. It is, therefore, essential that the freest and frankest intercourse should exist between us. Those of you who have already

been so good as to call on me have not, I hope, spread such a report of their reception as to deter others from following their example, but I cannot expect everyone to come and hunt me up; and it is fully my intention to go about the group as much as possible to visit you at your own homes; circumstanced as this Colony is, I have no belief whatever in sitting at a table behind a big inkstand, with a bundle of quills on one side of me, and a bundle of red tape on the other.

And now, gentlemen, I must thank you very heartily for having, in such large numbers, responded to my invitation, to do which has, I know, caused many of you trouble, expense, and inconvenience. You may, however, feel some disappointment at my not being prepared to announce to you a policy. You may think it a very little thing to hear a few questions asked and a few statements made, which you may say you would have seen just as well in the newspapers. But I ask you not to think so, for in truth it is not a little thing that a system of free and unreviewed communication between us should be inaugurated, which I hope will be of long duration, and which, cordially carried out, cannot fail, I think, to be attended with much benefit to the Colony. Some of you, as I have observed, may be disappointed at my not being ready to give a complete programme, cut and dried, of what I intend to do, or wish to do, and may say, "Why he has been here two months already or more. Hasn't he made up his mind what he is going to do?" Well, gentlemen, two months may seem for some purposes a long time, but for other it is a very short time. There are some folks who come out crammed full of fine theories and preconceived notions, and attempt, more or less unconsciously, to force facts to suit them. You will recollect the story of the Frenchman, who, on being told that the facts did not bear out his theories, answered, "So much the worse for the facts." Such a course is ridiculous on the part of any man; it is worse than ridiculous—it is mischievous—on the part of one who has to govern. No, gentlemen, I am not disposed to ignore facts, but I am slow to satisfy myself respecting them, and am not prepared always to accept anything as a fact, simply because it is told me as one.

I have no preconceived plans to carry out, regardless of circumstances, and time must elapse before I come to any fixed opinion on many most important points. Meanwhile, I must thank those who have been good enough to furnish me with suggestions. Many have done so, and I wish that more had done the same. They have all been carefully read and carefully thought over, and many of them contain hints of extreme value. But I think the fact most prominently forced upon my notice by these communications has been how great a diversity of opinion can exist in a small community. Hardly two think alike. One gentleman says, "If you want to assure the prosperity of the Colony, do so and so." Another says, of the very same thing, "Whatever you do, take care not to do that; if you do the Colony is ruined beyond redemption," and so on. In short, reading these communications remind me of the old Athenian fable, which I fancy we were all acquainted with in our youth, the man and the boy who drove their donkey to market, and listened to everything said by passers by as they went along. At first the fact of the father riding, and the son walking, was looked upon as harsh treatment of the boy; when their position was reversed, the son was censured as undutifully selfish; then they both got on and were accused of cruelty to animals. At last the end of it was that they carried the donkey instead of being carried by it. Well, gentlemen, I cannot yet say which of the various suggestions made to me I shall follow, or that I shall not change my course if I see reason to do so. I am not too proud to own myself mistaken, or be unthankful for suggestions which may prove me to be so, but there is one thing I will not do, and I may as well tell you so at once,—I don't mean to carry the donkey. But though too soon to proclaim a policy on all points, there are some things so plainly wanted that I cannot hesitate at once to declare them. We want capital invested in the Colony; we want a cheap, abundant, and certain supply of labour; we want means of communication; we want justice readily and speedily administered; we want some facilities for education; and lastly (though, perhaps, that interests me more nearly and specially than you), we want revenue. Now, as to capital, it is clear that will not be invested in the Colony until there is good security for its investment, that is to say, until the land titles are settled, and a steady supply of labour provided for. What we are going to do as to the land question I will tell you presently; I now pass on to that of labour.

An ample and steady supply of labour is absolutely essential to the Colony. From whence, and under what management shall we obtain it most certainly, most cheaply, and with the least probability of abuse?

The first question is whether the management of the introduction of immigrants should be undertaken by the Government exclusively, or, as at present, by private parties. I am of opinion that it should be undertaken by the Government. The immigration would be more systematically carried on, its initial expenses would be borne by the Colony, and the planter, instead of being called on as now to pay a large sum down at once, would have the amount distributed over a period of years. There would, moreover, be an almost absolute guarantee against abuses. But the question is one on which I should wish to have your opinion, and I will ask you to write ay or no before you leave the room to the following question, which you will find written on a sheet of paper near the door: "Is it in your opinion desirable that the Government should undertake the conduct and management of the immigration of labour?"

Now as to the source from which labour is to be obtained. Shall we attempt not to supplant but to supplement Polynesian labour by that of Indian coolies? I think that we shall do well to do so. I have nothing to urge against Polynesian labourers, but I think we must admit that the supply of it is decreasing, and the cost of it increasing. All the evidence I have been able to obtain tends to show that this state of things will continue. If Queensland persists in giving higher wages than are given here, wages here must rise, or our supply must cease. The Imperial Government also is likely to insist on measures which will render increased expenditure necessary. The supply of labour to be obtained from India is practically boundless. The amount of wages ordinarily given to Indian coolies is well known. I hold in my hand some statistics as to the probable expense of their introduction here. My calculations are, 3*l.* 18*s.*, the expense for recruiting; 10*s.* a-head per man for the agent; passage money, 12*l.*; cost of returning same, 3*l.*; in all 19*l.* 8*s.* Deducting from this the amount of one third, as paid by the Government, we arrive at the fact that, for 12*l.* 18*s.* 8*d.* we obtain a coolie servant for five years, with his wages of 5*d.* per day additional, with rations. The West Indian system of immigration, which works well, is that before a certain day in the year each planter sends in a requisition to the immigration agent, stating the number of coolies he requires for the coming year. These are added up together, and the total they amount to is sent for from India. The men when they arrive are assigned by lot to the applicants, so that there may be no complaints of unfair play. If a number less than that asked for is sent, a proportional diminution in the number allotted is made all round. An indenture fee, in some Colonies 1*l.*, in others 2*l.*, is paid by the planter on each man allotted to him, and a like amount in each succeeding year of the five for which the coolie is indentured to him. The remainder of the expenses, so far as the planter's share of it is concerned (for the Government bears one-third), is defrayed by means of an export duty on produce, which varies every year, according as the number of immigrants sent for is great or small. It must be remembered, when speaking on this subject, that the Indian labourer enters upon his service for a much longer period than the Polynesian. He is engaged to work upon the estate for one certain five years, together with an additional five before he is entitled to receive a return passage to the place whence he came. Thus it would be seen a Polynesian would have to be returned and re-engaged three times for every one an Indian labourer would be. The expenses of this might easily be calculated, and the saving soon arrived at. He must, however, candidly point out that, in one respect, the contract of Indian labourers contrasted unfavourably with those of Polynesia—that of wages; he saw that 5*d.* per diem, with rations, was the least amount they could be maintained at, and that without rations they would cost 10*d.* per diem.

If we had both systems of immigration at work the Government would send for such a number of Polynesians and such a number of Indians as the planters might respectively ask for. It would depend on themselves which they would have, and no doubt they would ask for that which on the whole they found most advantageous for them. The immediate question then was, "Is it in your opinion desirable that efforts should be made to effect the introduction of immigration labour from India?" and to this also I would ask you to return an answer.

I now come to the administration of justice. A petition has been forwarded to the late Administrator of the Government, Mr. Layard, with reference to the restrictions that had been placed upon the facilities for obtaining justice in respect to the claims of larger creditors than those who had been indebted to them more than 300*l.*, as well as other complications which rendered the Law Courts of the Colony not so comprehensive as they ought to be. I agree with the remarks of the

petitioners, and all the evils they had to complain of. By an Ordinance passed yesterday by the Legislative Council, the action of the late Central Court was confirmed and ratified, and whilst continuing its jurisdiction it was extended, and now had all the powers of the Supreme Court of New South Wales. It offered every facility to those who required, to whatever extent the interposition of justice, to make good their grievances. I believe in this respect the administration of justice would be proceeded with in an exemplary, dignified, and efficient manner; and I do not think it is necessary for me to dwell further on this topic.

Now he would come to the question of inter-insular communication, and they must have seen by public advertisement that this had been amongst the first of the matters he had endeavoured to provide for. He had called for tenders to supply two steamers to meet the wants of all the planters, and these he would certainly see were placed at their disposal. The subject of roads was also to him one of the greatest importance. The roadmakers he looked upon as the greatest civiliser, even more important, from an initiatory point of view, than the schoolmaster. Not that he would undervalue those who inducted youth into the first lessons of reading and writing, and, so far as he could do it, he would help all who laboured to instruct the children of Fiji. But the roadmaker was the first civiliser. His work enabled the people to look around them and benefit by civilisation, and his best assistance would be given to the inaugurator of new roads. (Cheers.)

With regard to education, however, I will give every encouragement to those who open schools of instruction, still I cannot see how I can subsidize them. For although a subsidy might be given to a good schoolmaster, a superior one might make this the scene of his labours, and might well complain if he could not have assistance at a greater ratio than he who had preceded him.

The next point for discussion would perhaps touch them more nearly than any that had gone before. I allude to that of revenue. I am not going to ask you if you would like to be taxed (laughter), but would like to have your expressed opinion as to its easiest application. No doubt there were many diverse opinions as to whether there should be a general system of taxation, or whether it should be more local. That it should come in some shape or form was inevitable, but it is with me, indeed, a matter of earnest consideration how it could be imposed that it would be least disagreeable to those who had to pay it. (Cheers.) I could not see the clock which was over my head, but I certainly would be glad to hear, however late in the day it might be, any remarks they might wish to make on the incidence of local taxation.

I cannot yet conclude, for there are other matters of grave importance to be decided, and none less so than that as to the formation of a Legislative Council. I have read to you the Royal Charter of the country, and that made provision for such Council with only two members, but I am desirous of extending its numbers, as I have the power to do. Whilst, of course, it is within my authority to construct the Council of such elements as I consider most desirable, it is indeed my wish that all the people of Fiji should be represented, and that my Council should consist of persons that would be acceptable to them. (Cheers.) I cannot allow an election to take place, for that would be opposed to the policy of a Crown Colony and to my instructions; and, indeed, I think as the Colony is situated perhaps the nomination of gentlemen to constitute a Legislative Council would be better than the counting of noses might demand. (Cheers.) Still I would ask you to give your assistance in providing a Legislative Council, and would take it as a favour if you would each write the names of four persons upon a slip of paper to be given in before you leave the room. I would not say who in this way appeared most prominent would be appointed to the Legislative Council. But I will say that great weight will be attached by me to the names you submit.

With regard to the question that had lately agitated the public mind as to where the capital was to be situated, this also I will gladly receive your opinion upon. Of course I am aware that if I applied individually to the inhabitants of the Colony to resolve this question, I should hear from each person a decided opinion that any spot within five miles of their own home was where the capital should be. (Laughter.) I know the opinion of persons residing on Ovalau, and would not on this occasion ask for them to give expression to it. But those now present I will ask. Is Levuka, in your opinion a convenient site for the seat of Government? Does Levuka, in your opinion, possess the facilities for extension required for a capital? Is Levuka, in your opinion, a satisfactory site, in a sanitary point of view, for a large city? But I have some things to tell as well as

to ask. I suppose that if I were to submit to a catechism, the first question put to me would be, "How about titles to land?"

Well, gentlemen, I am not one of those who consider that statesmanship consists in mystery, and I will read you *verbatim* the instructions I have received from the Imperial Government on this point. Lord Carnarvon says: "It should be declared that the whole of the land within the limits of Fiji, whether in the occupation of, or reputed or claimed to have been, prior to the cession of the islands, the property of either Europeans or natives, as well as all waste and unclaimed land, has by virtue of the instrument which ceded to Her Majesty the 'possession of, and full sovereignty and dominion over, the whole of the islands,' become absolutely and unreservedly transferred to the Crown, and that the Queen, has the full power of disposing of the whole of the land in such manner as to Her Majesty may seem fit, having due regard to such interests as she may deem to deserve recognition under Article 4 of that instrument.

"With the view of disturbing as little as possible existing tenures and occupations, and of maintaining (as far as practicable, and with such modifications only as justice and good policy may in any case appear to demand) all contracts honestly entered into before the cession, the Colonial Government, to which the rights of the Crown are delegated in that behalf, should forthwith require all Europeans claiming to have acquired land by purchase to give satisfactory evidence of the transactions with the natives on which they rely as establishing their title; and if the land appears to have been acquired fairly, and at a fair price, should issue to the persons accepted, after due inquiry, as owners, a Crown grant in fee simple of the land to which they may appear entitled, subject to any conditions as to further payments and charges, or otherwise, which may appear just. Henceforth all dealings in land between Europeans and natives shall not only be invalid, and not recognizable by any Court of Law, but shall be expressly forbidden by enactment. Whenever any European desires to purchase any native lands, his application must be addressed to the Colonial Government, which, if it think fit to sanction such purchase, shall itself acquire the land, and fix the price at which it shall be granted by the Crown to the applicant, and that, as between Europeans, no land shall be transferable except under the provisions of the Ordinance for land transfer, through the Registration Office, which it will be your duty at once to cause to be enacted on the model of the Acts on this subject now in force in Australia."

The object of these instructions is to settle these claims in the speediest, cheapest, and most equitable manner. Advantage has therefore been taken of the technicality that the land has, strictly speaking, all passed to the Queen, in order to obviate the necessity for tedious law suits and technical legal decisions, not always in accord with substantial justice. This could best be done, not by recourse to Law Courts, or by pressing them through a labyrinth of legal forms, but by submitting them to a well-chosen Commissioner, who could deal with every case fairly and promptly. I can tell you, although grumblers might construe into into tyranny and injustice the cause Her Majesty's Government had determined to pursue with reference to the lands, that the course to be adopted was, nevertheless, not so. The *onus probandi*, the necessity of showing that they had a good claim, is thrown on the claimants; but if the claim is a *bonâ fide* one, they have nothing whatever to fear. The Commission to be appointed would undertake their investigation so soon as the Royal Engineers expected here arrived, the officer commanding which being a member of the Board of Commissioners. Before the Crown grants could be issued, however, surveys must be made. But, in order to prevent delay to persons in operating with their properties, certificates of title would be granted so soon as decisions were arrived at, which would be as good a patent for dealing with land as the Crown grant itself. (Cheers.)

I suppose the next question I should be asked would be, as to the debts and liabilities of the former Government? Well, on that point, too, I will read you my instructions:—

"You will cause it to be very clearly understood that Her Majesty's Government and the Colonial Government absolutely and entirely decline to admit that they are necessarily under any obligation to take up the liabilities incurred by those who have purported to administer the affairs of the Islands. No claim of the kind preferred by way of a demand or as of right can for a moment be entertained. But although I think it necessary to define, in the strongest manner, the refusal of Her Majesty's Government to accept, or allow the Colonial Government to accept, any direct liability or obligation connected with the acts of persons for whom it has

been in no way responsible, I am nevertheless of opinion that it will be for the credit of the newly-constituted Government that voluntarily, and as an act of grace, it should offer to undertake the payment of so much of the debts incurred before the cession as, after proper inquiry, it may appear just and fair for it to assume.

"As Sir H. Robinson has pointed out, it will be necessary, for this purpose, to examine carefully all claims put forward; and, a spresent advised, I am of opinion that the four classes of the creditors of the so-called Fijian Government may be dealt with on the general principles laid down in paragraph 9 of his despatch of 20th October. But with regard to the time and manner in which any such payments are to qe made, the Government of Fiji must reserve to itself the fullest discretion. I am disposed to think that the best course will be for you to notify publicly, as soon as convenient after your assumption of the government, that while the Government of Fiji declines to be responsible for any debts or liabilities incurred by, or in the name of, Cakobau, or any other persons purporting to represent any Government of Fiji prior to the cession, it is, nevertheless, willing to consider any proofs that may be brought forward of money or supplies having been actually provided for public purposes; but the persons so applying to be reimbursed must be made clearly to understand that it will rest entirely with the Colonial Government to decide in each case whether the sum claimed, or a part of it, should be paid, and if so, at what time, and in what manner, the payment shall be made."

I will only add that it is the wish of Her Majesty's Government, and my own intention, that these instructions should be construed in a generous and liberal spirit. If any gentleman wishes to put other questions to me, I shall, as far as possible, answer them on the spot.

And now, before I close, you will, I hope, forgive me if I venture on one or two bits of very plain advice. It might be that progress would not be so rapid as hoped for,—indeed I fancy grumblers have been already inquiring as to what advantages have accrued by the new state of things. I would advise them not to be in too great a hurry, Six months was not sufficient to produce great changes. Time is required, and no doubt in time prosperity would eventuate. There was one remark I would make, in all sincerity, and in all kindness. I myself could perceive that there did pervade this little community, as in all small communities, a strong party, a strong personal feeling. I beg that it might be a thing of the past. I myself would ever discourage personal animosity and tittle tattle, and whatever unpleasant remarks were made, they will never have the slightest effect upon me. (Cheers.) I have been in small communities, and, perhaps, know what they are as well as most men; I ask you to have confidence in me. If at any time my action does not seem satisfactory, let it be pointed out, but do not think I am to be given up as useless because I am sometimes wrong.

Perhaps as a new-comer I have the advantage—I can form a more impartial opinion. I repeat my desire to obtain your confidence. I fancy there might be grumblers who might say, "Well, it's all very well for him; he comes here with a great salary; what does he know about it?" This might be indeed said. It is not very dignified to notice it; but I am determined to throw dignity to the winds, and will state why I came. It was because I believed I might be useful; but I will tell you plainly, once for all, that to come here has cost me many and great sacrifices. I trust you will not be hurt by my saying so. It perhaps will appear to you that my salary is disproportionately large—it was certainly a large one. But it was accepted by me in order to secure the claim for a pension my former services entitled me to, and which I should forfeit by accepting a salary nominally less; it is my intention to return nearly half my salary, and they would be much mistaken who thought the remainder would go into my pocket.

Then, again, there are others who might say, "Oh, we have heard of you before. You are a philanthropist—a friend of the blacks," &c. It might be so. I confess I do not like to see a man put upon on account of his colour; but this was certain—I have no sympathy with those whose philanthropy demanded that they should think little of their own race and colour. My sympathy for the coloured races is strong; but my sympathy for my own race is stronger. Those who had under no ordinary amount of hardship, privation, and toil, laid the foundations of civilization here were entitled to the warmest sympathy, and they certainly have mine.

And, now, one word more. It was one I have purposely avoided saying before lest you should think I was trying to gain your ear by flattery. You are pretty well aware that the fame of Fiji has not always been of the best; nor had it

always borne a good name with the world. I wish to say publicly that I think these charges unjust. My own short experience proves to me that much that has been said against the country is undeserved. Society here is certainly not angelic. There is, no doubt, a certain amount of rascality—there is more drunkenness and dawdling than I like to see, but not more, I think, than are to be found in other young countries similarly circumstanced; whilst there are in the community men of education, probity, kindness, and enterprize, who would do credit to any State. With this expression of opinion I will bring my address to a close.

No. 3.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received December 13.)

My Lord, *Nasova, Fiji, September 20, 1875.*

SHORTLY after my arrival here, Cakobau (who has, on every occasion since the cession, consistently shown the utmost anxiety to confirm and strengthen the authority over the natives of the Government by which his own has been superseded) suggested that, after the public reading of my Commission, I should go through a ceremony which, he said, rarely took place, but which had been performed at his own inauguration as Vuni Valu, and which, he assured me, would pledge all the chiefs and people to me as their feudal superior. This ceremony, I found, consisted in drinking a bowl of yagona in the presence of the chiefs, whilst they saluted me with their hands in the manner in which an inferior among the Fijians salutes his chief when drinking.

2. After consulting those best acquainted with the natives, and having been assured by them that the performance of the ceremony would undoubtedly afford me a great hold over both chiefs and people, I assented to Cakobau's proposal, and on the 11th instant the ceremony took place at Bau, a locality selected by me for its performance, on account of its being the ancient capital, the traditional head-quarters in former times of cannibalism and heathen superstitions, and a place still of so much importance that its common people are regarded as chiefs in other parts of the group.

3. Bau is a small island some twenty miles from Levuka, very near the main land of Viti Levu, and entirely covered with houses, which cluster round a low hill in its midst. Its aspect, always picturesque, was rendered doubly so, on the occasion of my arrival, by the crowds assembled to witness my landing. As I stepped from the boat in which I had sailed down from Levuka, Cakobau, after saluting me with the "tama," or cry of respect, took me by the hand and led me, still holding it, through the streets of the town. We walked thus along a broad road, shaded in some places by trees, past the sites of heathen temples, now destroyed, past the upright stones which mark the ancient places of sacrifice, and at length reached the entrance of his own residence.

The way was lined by men and women in clean bright dresses and seated on the ground in perfect silence in the crouching attitude of Fijian respect.

4. On entering the house I was conducted to the dais, Cakobau taking his own seat below me on the floor.

An interesting conversation ensued, in which the Vuni Valu very emphatically repeated many times, and I have no doubt with perfect sincerity, the expression of his satisfaction at the assumption of sovereignty by Her Majesty, a satisfaction which he thought that the majority of the chiefs shared with himself, although they did not see so clearly the advantages of the change. He denounced by name, and more than once, two or three of the great chiefs who led drunken and irregular lives, and insisted on the necessity of religion, morality, and sobriety in any one placed in command, in a style which, his past history considered, was sufficiently surprising, but was, I believe, thoroughly true and real.

5. Before I left he asked permission to send the criers through the town, announcing the ceremony of the next day, and they were so engaged until far into the night.

6. The following morning the Vuni Valu assembled all the high chiefs, and lectured them in their duties under the new state of things, their ignorance, short-

comings, and foolish anticipations, after a fashion which those who heard it describe as in the highest degree striking and effective.

7. In the afternoon the great chiefs to the number of about 200 took their seats in a double row in a circle on the ground, under the shelter of a great awning of mat-sails, erected in the rara or public square of Bau. Outside the awning were the towns people and my native guard, and at a little distance on a small rise of ground, Cakobau's wife, Adi Litia, with her family, ladies, and servants.

8. The yagona having been made to the accompaniment of the usual chanting, was brought in a small bowl to Cakobau by a young chief of high rank, and by Cakobau handed to me, amid the profoundest silence. As I began to drink, at Cakobau's signal and himself leading, the assembly raised the hand clapping and shouts which imply acknowledgment of superior rank and position, and on their cessation, as I ceased to drink, I was much struck by the sudden momentary buzz of suppressed but excited conversation which contrasted strongly with the silence observed both before and subsequently.

9. The address, of which I inclose a copy and translation, was then read in Fijian by Mr. Carew.

10. After this I proceeded to administer the oath of allegiance to the Queen to each of the ten Rokos, reappointing each, with one exception, to his former Government by the delivery of a staff, accompanied by a few words of admonition, with their hands placed within my own.

11. It was curious and interesting to watch them as each successively sat before me, with the Bulis, or district Chiefs, of their respective provinces seated behind him. There, somewhat ill at ease, in a place where, though treated with much outward politeness, he is naturally regarded with much bitterness and ill-will, was Maafu the Tongan, the bold and ambitious foreigner who has secured a master's hold upon the half of Fiji, and there were others with whose names I will not weary your Lordship, but among whom "the King of the Reefs" (Tui Thakan), with great awe of the oath on his handsome Assyrian face, the wise and good Tui Bua, the most reflective man and best Governor I have met in Fiji, in countenance resembling a Spanish ecclesiastic of the 16th century, and Na Cagi Levu, the energetic and large-limbed Chief of Kandava, were perhaps the most remarkable.

12. The ceremony concluded with the formal donation on my part of a large present of cloth to the principal Chiefs, to be distributed subsequently, and the presentation to me of an address from the native clergy of the district, which, according to a promise made by me to them, I inclose to your Lordship in original,* that your Lordship may see how clear and good a handwriting that of a native Fijian may sometimes be.

13. Cakobau seemed much relieved and in much better spirits when the whole affair was over. He had urged it with much persistence on some of those present, from whom he had wrung but an unwilling acquiescence in its performance, and who would fain have avoided any overt admission that they had accepted a stranger for their master. The fact of this reluctance justified Cakobau in having insisted on the importance of the acknowledgment. None were at last absent whose presence was of the slightest consequence, and the significance in the eyes of the native population of the public act of homage rendered not only, as on my first arrival by Cakobau himself on behalf of others, but by all the assembled Chiefs, can hardly be overrated.

14. Cakobau declined to wear at this ceremony the vast train of tappa in which it was formerly his custom to appear on state occasions, saying that "the time for such things was past," and appeared, as did nearly all the other Chiefs, in a long "Sulu," of many folds of Chief's tappa, a light brown with black spots, reaching nearly to the feet, almost the only exceptions to this costume being that of some of the native magistrates, and some of the Chiefs from the Lau Islands, who wore black tappa, and the native Ministers, who were for the most part dressed entirely in white.

I have, &c.
(Signed) ARTHUR GORDON.

P.S.—Inclosure No. 1 is not yet printed, but will be forwarded by next opportunity.

A. G.

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* Not printed.

No. 4.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, December* 27, 1875.

I HAVE received your despatch of the 9th of September,* and have read with interest the speech which you delivered at Nasova to a number of planters and other settlers, on the day following that on which you formally assumed the Government of Fiji.

I have, &c.
(Signed) CARNARNON.

No. 5.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received January 10, 1876.)

My Lord, *Nasova, Fiji, September* 10, 1875.

I HAVE the honour to inclose the copy of a very interesting report by Mr. Carew, on the state of certain districts of the Island of Viti Levu, to which I had sent him for the purpose of ascertaining the truth of rumours which had reached me as to the probability of disturbances on the part of the tribes of the interior.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure in No. 5.

Your Excellency, *Levuka, Ovalau, September* 3, 1875.

HAVING been commissioned by your Excellency to visit the various districts on the Na Viti Levu for the purpose of inquiring into the existing state of affairs, and with reference to reports of impending disturbances in the Ba and Nadroga Provinces, I have the honour to inform your Excellency that I left Levuka for the above purposes on the 18th of August ultimo, visiting Bukadra (Korotubu), Navula (Nadroga), Nadranu (Ra), Navatu (Ra), Nakasi (Tavua), Lagunu (Ba), Buduka (Nadi), Cuan (Nadroga), Korolevu (Serua), Serua, Suva, Navuso (Naitasiri), and Bau, thence on to Ovalau, where I arrived on the 1st instant, after an absence of fourteen days. I also called on many of the settlers on different parts of the coast, who, with the sole exception of Mr. Bucknell at Korolevu (Serua), expressed themselves as feeling secure, and had not fear of any attack from the natives.

Mr. Bucknell, of Korolevu (Serua), is in a peculiar position, as the coast village adjoining his residence is inhabited by people belonging to the interior, and their relatives and friends are constantly in the habit of coming down to the coast in considerable numbers, armed, and cause much annoyance and alarm to Mr. Bucknell and the members of his family.

I arrived on the second day of my journey at the village of Nakasi (Lavua), but owing to the darkness of the night, took the wrong arm of the delta, and did not thus have an opportunity of visiting M. D'Este, the Justice of the Peace of the district.

The people of Lavua district (Vatusila tribe) are closely related to the Nabutantau men (Vatusila), against whom warrants have lately been issued for murder and cannibalism at Lavua (inland). I found them most uncommunicative, professing to know nothing, and to have heard of nothing, and declared themselves to be ignorant of the name of the Buli of their district. The teacher, "Sefanaia," refused plainly to give me any information, declaring that, if they did so, the neighbours in the interior might feel annoyed.

The people of this district are in the habit of supplying information, and, when they possess it, ammunition, and are suspected of treasonable tendencies in conunction with the Nabutantau and other turbulent remnants of tribes in the nterior. I cautioned them most plainly, and explained clearly to them the fact

* No. 2.

that accessories were also liable to punishment, and that they were lying under a most dangerous belief when they supposed that actual perpetrators of offences alone were liable to punishment. The teacher I threatened to report to the head of the district. They then told me some stories about murders and other matters which they stated had been perpetrated by Nagaga people, with whom their friends in the interior are on bad terms, and which I knew to be false at the time.

I afterwards explained to the people here, as at every place I landed at, the motives of the Lands Commissioner in visiting the districts; also many other matters calculated to set their minds at rest on many important subjects.

I then left for the Ba River, visiting several of the planters, and made inquiries into the probable cause of the burning of Fitzgerald's place, Na Korowabuta, and also visited Na Vunisamaloa, the place the Fitzgeralds lived at both before and after the occurrence. I found the general impression to be that Fitzgerald himself had burnt his house for ulterior purposes.

On returning to Sagumu, the chief town of Ba Province, I examined Pita, one of the cook boys working for Fitzgerald at the time. This boy Pita confessed, in the clearest possible way that he had seen Fitzgerald set fire to the houses, and also that he was promised 5*l*., which was to be paid by Government. I took this lad's statement down, and handed it over to Mr. Eastgate, the Stipendiary Magistrate, who arrived during the night.

The planters whom I had an opportunity of seeing, express themselves in most indignant terms at the supposition that their part of the country was unsafe; they consider the report as calculated seriously to affect their interests by interfering with the introduction of capital into their part of the Colony.

I next proceeded to Na Buduka at Nadi. Here I found the chief and leading men had left for Ovalau; the natives declared the interior to be quiet; the people here appear to be in a depressed condition, and at present are living chiefly on cooked unripe bananas, half-grown; they were not possessed of decent clothing, and declared themselves to be unable to pay taxes, as the planters were determined not to give them work unless they would engage for a whole year. I had no opportunity of verifying the truth of this report.

At the next place I called at, Navula, the people were also without money, the so-called "Turaga ni lewa" begging me, in the most abject manner, to buy a shilling's worth of salt, in order that he might not be found entirely without money when the taxes were demanded. This state of affairs I ascribe almost entirely to the total absence of energy on the part of the people, who might make canoes, and thus procure, without much labour, quantities of pearl shell and "beche de mer," for which this neighbourhood is so famous. I also noticed many empty houses, the owners having died during the late epidemic.

I then followed up the coast, landing above Tadola, the plantation of Mr. Thomson Smith, sending the boat on to Luvu, the chief town of Nadroga, and walked along the shore, calling at the residences of various settlers.

Mr. Thompson Smith informed me that an excitement had lately been caused by a Mr. Rennie, who had lately written requesting assistance of the settlers to repel a threatened attack by the natives from inland. The planters having no faith in the report did not, I believe, respond to the invitation of Mr. Rennie. I then proceeded on foot to Cuvu, and found, with difficulty, a local officer, the son of late Roko Tui; Ratu Luki and leading men having left for Ovalau. I requested this officer to send for Ratu Mosese, the cousin of Luki, and any other Chiefs whose attendance might be procurable; they arrived on the following morning, when I informed the meeting of the object of my mission. After some consultation, they told me that the report originated in a misunderstanding on the part of Mr. George Rennie, residing in the village, who, being intoxicated, and having but a slight knowledge of Fijian, had misunderstood a rumour brought by a native; they further stated that Mr. Rennie had, upon hearing this false report, ordered his Tana servants to bring out the muskets belonging to the tribe and deposited in a tobacco store, and had had them loaded to the number of fifty and left in his own house ready for the supposed attack; they further assured me that, although the hill tribes were in a most turbulent state, they themselves did not fear any attack.

I learnt that a number of teachers who had recently gone to a Chief of Naicobocobo, near Koro samiti and Quali mari, had recently had a most narrow escape of being murdered, the people ascribing the late epidemic to the anger of their heathen gods at their recent conversion to Christianity. I requested the native ordained Minister of the district to leave the people to themselves for awhile,

and not to attempt to push Christianity upon them against their wish. I also told the meeting that the Government expressly forbade any attempts of the kind; that religion must be left to the individual will of every person, but that the law must be obeyed; that the Queen had accepted the sovereignty of the Colony by the express wish of the people; that Her Majesty had sent your Excellency to rule the country in her name, and that it was a most unusual thing for a Chief of your Excellency's standing to be sent to rule such a very small country as Fiji, the whole number of inhabitants of which if added together would only equal the population of a small town in Great Britain; that Her Majesty wished the people to be ruled with justice and humanity, but that be ruled it must and would; and that it would be easier for them to attempt to stay the heavy breakers on the beach than to attempt by their insignificant scheming to thwart the benevolent intentions of the Government on behalf of the people. Finding the people had no proper idea of the late visit of the Lands Commissioner, I then explained it, and told them that they would not be placed on reserves, and that they were to pay no attention to idle reports. I then gave them a slight sketch of your Excellency's proposed plan for governing the interior, placing it in a problematical point of view, and asked them if they thought such a plan would be likely to succeed if attempted; the native Minister, a Togan, and a most intelligent man, replied promptly that he believed they would like the plan very much.

I then proceeded on to Mr. Bucknell's place at Korolevu (Serua). The people here appeared to be insolent in character, and Mr. Bucknell assured me he did not feel secure from attack, and that they kept loaded weapons always at hand. Mr. Bucknell is a most hard-working man, doing even common field work himself, in which the three ladies of his family assist; he rises by candle light to work every morning. It is quite impossible that a man of Mr. Bucknell's energy of character should be able to agree with natives who saunter about his place armed in large numbers; quarrels must arise; the natives will feel themselves most unpardonably insulted at times by Mr. Bucknell's apparently harsh conduct towards them; and, altogether, I much fear the most dangerous elements have here been thrown into contact a tribe of arrogant, warlike, hitherto unsubdued savages with a settler of unbending and harsh character, and altogether devoid of tact or knowledge of native language, character, or mode of thought. I here learnt that the Chief of Navola, a village in the vicinity, whose name is "Manumanu i vudi," and now in Ovalau, has great command over the people of the interior, and that his influence extends far inland. As he also was absent on his way to Ovalau, I proceeded on to Serua, thence to Suva, thence to Naitasiri, thence to Bau, and on to Ovalau, arriving on the 1st instant.

In conclusion, I have the honour to state to your Excellency my firm conviction that great trouble will shortly arise in the section of the Colony represented by the hill tribes of Serua and Nadroga, unless action be at once taken in the matter; and also that, although the settlers at Ba and Nadroga express their opinion that no danger exists of an attack on them, yet I am morally convinced that this expression arises less from a real belief in a state of security, than from a feeling that great loss might accrue individually if an opinion should gain ground outside the Colony that might jeopardise the introduction of capital; and I further take upon myself the liberty of suggesting to your Excellency the advisability of calling a meeting of the Chiefs of the hill tribes of Nadroga and Serua as soon as convenient after the return of the Chiefs now assembled at Ovalau; it will be most advisable also that your Excellency preside at this meeting, and have a thorough and most complete understanding as to their future relations with your Excellency's government.

I have, &c.

(Signed) WALTER S. CAREW,

Special Commissioner for Ba and Nadroga.

His Excellency the Hon. Sir A. H. Gordon, K.C.M.G.,
Governor of Fiji.

No. 6.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received January 10, 1876.)

My Lord, *Nasova, Fiji, September 10, 1875.*

IN Sir Hercules Robinson's despatch of the 20th October, 1874,* a passage occurs with respect to "Lala," and in a Memorandum by Mr. Thurston, inclosed in that despatch, the nature of this tenure is shortly explained. I may observe in passing that in the opinions expressed by Sir Hercules Robinson and Mr. Thurston I entirely concur.

2. I have now the honour to inclose a paper of greater length on the same subject, which will, I think, prove of interest to your Lordship. It is written by Mr. Wilkinson, the chief interpreter, a gentleman who is second to none in knowledge of the people and their customs. His merits were fully recognized by Commodore Goodenough and Mr. Layard, and justly acknowledged by Sir Hercules Robinson in his despatch of the 8th November, 1874.

I agree generally with Mr. Wilkinson in the views expressed by him in this paper.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure in No. 6.

"Lala," or Fijian Service Tenures.

THE custom, or rather institution of "lava"-ing men or labourers, and "lavaka"-ing work is, perhaps, from its very comprehensiveness, the most important question that can be considered in connection with native affairs. In some cases it is the thread or chain which runs through Fiji, and connects all its social and political institutions into one body. It is the only custom which changes but little throughout the group. It has existed from time immemorial, was the very bulwark of their mythology, and in one form or other enters into all relationships. It is the indication of what relationships exist between the people and their Chiefs; in fact, it is the keystone of the Chief's government and authority over his people, the channel through which comes his "sinews of war" in times of trouble; and his "ways and means" in times of peace. In other words it is the rent paid by the people for their privileges and the Chief's protection. To deal with it thoroughly in a paper like this would be impossible, because it would simply be a social or domestic history of Fiji. But in order to make the subject as clear as possible to his Excellency, and to describe its character and application generally, it will be best perhaps to confine my remarks to a description of what actually takes place under various circumstances.

1st. The Supreme Chief's Lala.—To commence with the necessaries of life. As the planting season approaches, the Chief may send word to the Chief or Chiefs of an island, district, or town, "I wish my garden planted by you this year;" or, which is equally common, any island, district, or town may send to know the Chief's pleasure, and ask, "may we not plant a garden?" I may remark here that a Chief never exercises the lala (true and proper) over any other than his rightful subjects; not necessarily his own "Qali" only, but all over whom he holds sovereignty and acknowledged authority. Sometimes gardens are planted without the knowledge of the Chief, and when nearly matured formally presented. While such an act indicates loyalty it is not lala, and is often done with some special object. It having been decided to plant (the Chief sometimes selects the exact plot of ground himself), then comes the different operations of clearing, burning, digging, and planting, all of which are duly reported to the Chief, who gives from time to time the necessary orders, and not unfrequently directs the operations in person. In due time the yams have matured, and are ready for digging. The Chief is again sought, and issues his orders. The town probably fixes the day for digging, or rather the day for finishing and housing, or if the Chief has so ordered, for bringing the crop to his own homestead. Before this day the Chief has been making his preparations for receiving them, which will probably be by informing his household, or rather the householders immediately connected with

* No. 11 of C. 1114 of 1875.

his own, that the crop is to be housed on a certain day, and he wishes the housers to have fish or pork to eat, as the case may be. With this information a good deal more is meant than really appears until the day arrives. The Chief prepares the principal portion of the feast, which will be yams or taro, and perhaps turtle. As soon as the housers have finished, and the Chief's oven is ready, the other householders begin to bring in their contributions, which will consist of food (fish chiefly), mats, native cloth, or anything esteemed or scarce with the people who are to receive it. Now these householders have not themselves contributed all they bring, but each will have reported to his or her friends or neighbours, who, as a rule, respond, and what is called "help their friends or relatives." Of course, the Chief's contribution of both food and property will more than exceed all the rest put together. The food and property is then piled in heaps, and, with a number of whales' teeth, is presented to the producers either by the Chief himself or his "Matanivanua" in a short speech, which is generally followed by some order, or general information, or instruction. Opportunities of this kind are seldom lost by a Chief, who generally finishes by showing them the benefits accruing from industry and peace, or of administering some reproof for misconduct to any person or Chief of town present. Being thus dismissed the producers take possession of the food and property, and it is divided between the householders who have assisted towards the entertainment. Of course, by far the larger portions are put aside into the Chief's yam store. There is another kind of Lavaka-ing gardens which ought perhaps also to be described. It may be called the Chief's personal or family garden for the year. He will probably send to a district to say that he wishes the said district to provide the "contents of the yam hills" of his garden, that is the "sets." This messenger does not go empty-handed. The Chief then proceeds to "lavaka" the digging of his garden upon his own particular "Qali's" towns, who clear, dig, and hill up the ground, which may occupy one, two, or three days, according to the size of the ground or number of hands employed. The Chief daily provides the food, but that is all. It is then reported to the Chief of the district that the ground is ready, and as at the first intimation of the Chief's desires, a meeting of the elders of the town is called, they decide the number of yams each man is to contribute, which will probably be one or two, or if it be a very large garden, perhaps three each; this arranged, and the day for planting fixed, the Chief of the district (Buli) dispatches his messenger to say "we come to plant the garden on such a day;" then, as in the other case, provision is made, with perhaps this exception, the Chief does the whole of it himself, though there may be voluntary contributions by some of his people (which are always acknowledged when the yams are dug). The day arrives, the garden is planted amidst general rejoicing by the planters, to whom great license is allowed, and who indulge in witty and sarcastic sayings at the expense of the Chief's own "Qali," giving and answering calls to each others, toasts, and wishing in various forms, success to planting and an abundant year. Then comes the presentation of food and property; the latter greatly exceeds, though plenty of both is expected, and considered Chief-like. I have seen a hundred whales' teeth presented, besides mats, native cloth, &c., in abundance. As before, a speech will be made, orders issued, reproof and advice given on any matter which may effect the general weal. When the planters return to their homes, and if there has been a good supply of food, &c., they spread the news as they go, extolling the Chief's power, greatness, and liberality. And here the Chief has often a special object quite apart from getting his garden planted. Supposing he has reason to believe a district has become disaffected towards him, or disturbed in itself from any cause whatever, he will call them to do that, or some other kind of work, and generally, with the best results, he removes the disaffection, and sends them to their homes well pleased and more loyal than when they came. With very little difference, excepting, perhaps, in detail, and a more limited application, the same system is followed by all Chiefs of inferior grade; such as the Chief's relatives, &c., Chiefs of tribes, down to heads of households, each calling upon his own "Qali," tribes. or family to help him, and making a compensating return to his helpers; and when the Chief has not been up to the mark, in the latter I have known a tribe to appeal to the supreme Chief, saying, "We went laden to plant our Chief's garden, and have returned hungry and empty-handed;" which would result in the said Chief being reproved and exposed, and perhaps the tribe told they need not work for him again unless first remunerated, though the latter privilege would hardly be taken advantage of unless he were not their direct Chief, but from whom

they know they will derive benefits in some other way, which advantage Fijians never lose when opportunity is favourable, even against their own Chiefs. The same system, with nearly all the same arrangements, applies to house building. The work is apportioned out to the several towns or tribes to be engaged. The owner of the house providing food, &c. It is only in some parts of Fiji, or under peculiar circumstances where direct pay is made to housebuilders.

The "lala," as exercised in connection with canoe building, has but slight difference, which, however, have been pointed out as oppressive to the particular town or tribe who provide food for the carpenters, and otherwise attend upon and assist them generally during the building; but it is probable because it is not always known that there is in one way or another a constant drain made upon the Chief by the said towns; and besides benefits they derive from the carpenters living amongst them, they are often exonerated from assistance in other work to which their neighbours are called. The Chief provides the carpenters with tools, &c., and makes periodical gifts to them, or upon the fittings of certain pieces of woods, or the completion of particular parts of the canoe. When finished, the Chief's orders go out that upon a day named the canoe will be launched, the carpenters paid, &c.; when all contribute both food and property, which, when handed over to the carpenters, are divided amongst them according to their grade, or time they may have been employed on the canoe. After launching (that is, if it be a canoe of importance), wherever a new canoe puts in, large quantities of food are presented, amidst general rejoicing, and the Chief who has completed such an undertaking is greatly extolled, and the carpenters praised for the character of the work done. Of course, ropes, sails, and tackling generally, have to be provided, the former is frequently done by the Chief's own immediate retainers, or town's people, and the mats are lavaka-'d over perhaps the Chief's whole territory, each town's portion being named, which is generally 100 fathoms of the narrow matting; and as soon as it is ready is brought in, which may be in about a fortnight after the order has been received, and in due form presented. All the mats are plaited by the women.

The next, perhaps, in order to be considered, and by far the most difficult to describe, is the custom of lavak-ing food for any public occasion, or the visit of Chiefs and strangers from other provinces; and also when a Chief, say a Roko, is travelling through his own province either for pleasure or on the business of the State; in each case, on his arrival in any town, food is at once prepared for him and his followers, the townspeople each contributing their quota. If his visit has been announced, food will be ready cooked awaiting his arrival; then, if his stay be prolonged for a few days, each town in that particular district will contribute their portion for each daily entertainment, and will be "lavaka'd" by the Chief or Buli of the district, who simply sends to each town, saying, "The Chiefs are in our midst, staying at the town of ———." Then, in the case of a Chief or Roko visiting another province, which is generally a previously-arranged matter, and often with a specific object, his intended visit will have been announced, and, it may be, definite arrangements made, as to which towns are to take part in preparing the entertainment, As soon as he arrives, messages are sent out, and the food comes in; generally in such a case the day of the visit is fixed, and, as a Chief never goes to visit another empty-handed, he never returns so. On this day there is a mutual exchange of presents. The guest having handed over his, then receives the return presents. The former are generally divided out to the contributors of food and property, or to those towns upon whom the Roko has been lala-ing during the visit. At such exchanges of civilities between Fijian Chiefs of high rank, large canoes, and other of the most valuable of Fijian property, change hands. The worst feature, probably, of these feasts is, that such a frightful waste of good food generally occurs, because a Chief must always provide more than is necessary, and try to excel his guest, or he loses caste in his eyes and those of his retainers; and when these visits are more of a public or national character the waste and destruction is most deplorable, and I have known, when such a Chief's visit has been prolonged, a district left in a state of want and famine. In dividing the property (that is, presents) of a visiting Chief, it is considered quite a matter of the Roko's or host's own pleasure whether or not he divides a portion as above described to each town or tribe, but it must not be forgotten that all that a Chief possesses is regarded as public property, and is available for such purposes, and generally finds its way amongst his people; and, again, on the other hand, all that is possessed by the people or tribes is regarded by them as really the Chief's, and at his service,

though, of course, questions of polity and the Chief's concern for his people's welfare, and to retain their unbroken loyalty, always influence the exercise of his power or prerogative. Even in the old times, these rights were very seldom exercised to the extreme, and only under peculiar circumstances, or in connection with their mythology. But, excepting perhaps in a few parts of the group, this exercise of extreme power has passed away, and individual property is now respected. The character of a truly good ruling Fijian Chief is consideration for the welfare of his people; to conserve their interest and promote their increase, is his great object and concern; he is the parent or patriarch of his people; and a Chief without these characteristics is called among his fellows "a Chief with but a commoner's heart."

The above appears to be the object and manner in which the "lala" authority is exercised in the usual, ordinary, and regular course of things.

There are, however, a few other instances in which the "lala" authority is exercised, but I think they ought to be called special or extraordinary, and it may be said with some truth, perhaps, to be of recent introduction, but this is only in reference more particularly to its object. The first instance I would describe is "lavaka"-ing work to be done for white settlers, which is generally of two kinds, such as house-building, contract, or plantation work. In one case, a settler goes to the Chief and desires him either to undertake a particular work, or send some town or towns to do it. The Chief allots the work to certain people, who, having performed it, receive through the Chief the full amount paid by the owner; but, in the other case, the Chief takes to himself the whole of the pay, or perhaps a large portion of it, and the people get nothing, or but little (sometimes, in the former case, a Chief may accept a present from the settler when he applies to have the work done, but it has no reference to the payment), and this has been a cause of great trouble and disaffection amongst the people; whereas the other has produced the opposite effect, and has proved a great boon to planters, both at the time of their first settlement and in gathering in their crops, which perhaps mature suddenly, and but for the labour supplied in this way, very great loss would have been the consequence; and this is an arrangement with which the people are well pleased, as a native always likes to feel what he is doing has the approval of his Chief, and he feels also that he is protected from fraud, his Chief being in the capacity of curator, as it were; and people will often refuse to do work, though willing enough to do it, and will refer the white man to their Chief, saying, "If you can arrange with him we will go."

A Chief will often exercise his "lala" authority for some special or public object. His people, or some portion of them want, say, a vessel, or he himself desires to purchase one, and arrangements are made accordingly, the amount and time for it to be raised are all talked over with his elders, and the portions of money or produce to be supplied by each district, when for a time a whole province may become so engaged. This has been a great convenience to Chiefs, and no serious infliction upon the people. But in some parts of the group it has been carried to such excess that often for months the people have been engaged in purchasing something or other for their Chief, or paying a debt for some article or articles he has got from the trader, which, after a day or two's amusement therefrom, he has thrown aside like a toy, while his people have been oppressed and enslaved through his fancies. Another and more commendable instance is, when I have known a Chief raise a whole province to clear an old road, or make a new, and perhaps important one, and in this way fifteen or twenty miles have been cleared in one day.

Another instance, during the late sickness, though it hardly is a case of pure "lala," but exemplifies the exercise of power. The Chief of Bua declared all gardens and food common property, as the people were suffering more from want of food than from disease, many having to go a considerable distance to their own gardens; thus, in a great calamity or public emergency, a Chief could exercise his authority, and it would be responded to by his people, and public good and convenience be conserved thereby.

It is hardly necessary to the present question to describe the exercise of the "lala" in times of war. It is then simply absolute over life and property through the whole community and over all they possess, but indemnities of war paid by the conquered party at the time or after are always divided amongst the warriors.

There are a few instances where "lala" is exercised over particular classes of

the community. Two are worthy of notice, viz., the fishing tribes, and the carpenters, or the canoe-building tribes. Each class considers itself specially and directly under the Chief's immediate command. The fishermen have a large share in preparing for the entertainment of visiting Chiefs, or for large gatherings on important occasions, and the fisherman's share in the divisions of property is always an important one.

Turtle fishing is different from any other kind. A Chief desiring turtle caught sends first a whale's tooth to the tribe with a request that they will put down their net, which means "prepare for turtle fishing." As soon as the canoe with the net on board is afloat, a large present is then made to them, when they proceed to work. The capture of the first fish is rewarded by a whale's tooth and other property, and each succeeding fish by some present, with the addition of a whale's tooth, until the tenth is brought in, when a feast is given by the Chief to the fishermen, and considerable property presented, which ends the fishing for that occasion, unless the Chief wishes more caught, when the same thing is repeated. A Chief generally looks well to his fishermen, and sees that they are properly provided with canoes and other requisites.

Fijian carpenters or canoe builders have been described as the lowest vassals of a Chief; whilst in some respect this may be true, they, nevertheless, possess some very exceptional privileges; and, although they are only supposed to work when and where the Chief consents or directs, they are well paid for what they do, and are well cared for by the Chief himself, or whoever they may work for; but it is next to impossible to get them to do work (canoe building) excepting through their own Chief.

There is just one other form where the rights of exercising the "lala" appears to be recognized, and it is by levying a fine upon any district, town, or tribe, of either labour or produce, for some offence or misdemeanour, such as neglecting to carry out any special order or command of the Roko's, or that of a Buli, or Chief of a town, or for committing any act of violence, evil deed, or the destruction of the property of their neighbours; also for any act of disrespect to their own or other known Chief of rank, for any act of disloyalty, or for any disturbance amongst themselves. Any of those having been proved after inquiry, a fine is inflicted, and the tribe, town, or district, as the case may be, to do a certain amount of work, as road-making perhaps, or pay so much in kind to the Chief, who, if compensation has been awarded to the injured, hands over the amount, and retains the balance for a common or public purpose. I have known in cases of theft, when it was found impossible to discover the culprits, whose continued depredations became a common nuisance, the infliction of a fine upon the district or neighbouring towns, to compensate the losers, not only stop their doings, but, as a rule, lead to the discovery of the perpetrators; as the natives say, with considerable truth, it makes every innocent man a detective. It also acts most salutarily upon neighbouring districts.

The above appears to be the various forms and instances, both regular and extraordinary, where the exercise of the "lala" is considered by natives as right, proper, legitimate, and honourable, to which the people readily respond and submit. This is so much so, that whenever a trial has been made to do away with the "lala" as an institution, a greater difficulty has been experienced with the people than with the Chiefs. The latter say, "If we receive less property we shall simply have less to give away."

His Excellency will see that, in the above descriptions, I have sought to confine my remarks to the exercise of "lala" in its legitimate character, and have not noticed the voluntary and spontaneous contributions of the people to their Chiefs, which is so often spoken against by foreigners, who either do not understand it, or have the impression that it is simply the result of secretly conveyed intimation on the part of a Chief, which is altogether a mistake. Such expressions of sympathy and affection to a Chief are frequent and characteristic, and never pass unrewarded or unacknowledged by him. But it is entirely distinct from the "lala," and is simply and purely the expression of respect and regard the people consider their Chief's due.

Before closing this paper it will, however, be necessary to consider a few instances where the system of "lala" is perverted, or the authority illegitimately used for sinister purposes, or where it is made the cloak for personal aggrandisement; and from these facts, no doubt, arises the cause of much disaffection,

oppression, and evil amongst the people generally, and has led casual or outside observers to condemn the system altogether.

Abuse in the Exercise of Chief's Authority.

The principal abuse is by High Chief's sons, and relatives of the Rokos, perhaps, and Chiefs of lower grades, or their retainers, who go about from place to place levying tribute—or, in other words, black mail—of all kinds of produce or native property, and who are never slow to make use of the Supreme Chief or Roko's name and authority, when such can be done with safety, to secure their object and oppress and impoverish the people. This kind of thing is not called "lala," but "vakasaurara," that is, oppression, or "forcibly taking away," and the perpetrators are called "nai vakacaca," or spoilers. Perhaps the best way to illustrate this will be to give an instance, and the following may be taken as a very general and common one, only varying, of course, in extent or degree, according to the number engaged, or means at their disposal:—

A young Chief will give out that he is going to visit a certain place, for a named purpose, which is always made as plausible as possible. It may be to carry out some previously made arrangement with the Chief or people of the place, perhaps to attend some "solevu" (a reciprocal change of property), or to receive some sail-mats, native cloth, or sinnet. Presents are accordingly prepared, to give in exchange, and when possible the Supreme Chief's sanction is obtained to the proposed visit. As the preparations proceed, the number of the party generally increases, and five or even ten canoes leave where two or three only were intended. The start is finally made, and as they proceed along the coast—in generally very short stages—at every place where they put in food is prepared for them, and a system of begging commences, each appealing to his friend for something to add to his portion of the presents to be presented when they reach their destination. Many of them having probably started without an article, trusting to this resource as they pass along, which party, being a strong one, is generally successful. It not unfrequently happens that the Chief, the head of the party, may have sent to some particular town or district that they are to pass by, saying that he is about to visit such a place, and that he wishes them to help him, and supply some property, naming, probably, some article or articles common to that town or district, which, of course, they accordingly prepare, and I have known a visiting party like this leave their homes without anything at all, but by the time they have got to their destination be well laden.

A messenger will generally have preceded them to announce their coming, so that as soon as they arrive food is presented in great quantities, to provide which the whole district may have been laid under contribution. The day for the exchange of presents or property is generally fixed early, as the hosts do not, as a rule, wish to prolong the stay of their visitors. In the meantime, each individual of the visiting party, from the Chief downwards, has been doing a little business on his own account, as making a private present to some friend or family, which brings, in return, personal supplies of food, and on leaving a like return present.

Of course the great objects of these visits is to enrich themselves, especially the Chief, as in Fiji, property is power; and while they seek to represent that it is fair barter, all sorts of experience are resorted to to obtain the desired object, and when the party is large they are more or less successful.

A very common one is for the visiting party to take offence at some supposed slight to a Chief, inattention, or neglect to comply with a desire, or some ancient and hereditary custom, when the Chief will be told he must punish said offending individual, family, town or towns, as the case may be, and the fine will probably be named as a compensation for the insult. Non-compliance would bring down reprisals upon the Chief, their host,—and his town seldom goes entirely free. But should said Chief himself have a grudge against the supposed offending party, he will probably ask for some assistance from his visitors, which is always readily granted, as such marauding greatly adds to their booty, and scenes of the most inhuman and dissolute character are enacted, under the plea that a Chief's dignity and authority must be supported, no matter at what cost to the commoners. If such visits be at all prolonged, the greatest distress, and even famine, often prevails for months after.

Their return home is much of the same character, wherever they are not

checked by some authority. Fear and consternation precede their approach. They sweep away the animals, food, and property of their people, insulting and dishonouring every domestic tie, and the distress and trouble they leave behind is as the passing over of a scourge or calamity. Surprise may be felt by some that the people submit to such outrage with such apparent indifference; but it must be remembered that, being the action of their own, or, perhaps, other high Chiefs, the fear of retribution checks anything like resistance, even on the part of those not absolutely the subjects of their spoilers, and every subterfuge is adopted to show it to be right and proper conduct in a Chief. It may be said, is not this rather an extreme case? I do not think so; but, on the contrary, such cases have been of common and frequent occurrence, and vary but little, excepting, perhaps, in their extent, that is to say, it may be the act and conduct of a single Chief, or of a Chief accompanied by 200 armed retainers. In any case it is an outrageous abuse of authority, and has no relation to "lala."

Another case may be given, which is, when a Chief, for some cause or other, has got into debt, and is unable to pay, and he adopts one of two expedients, or in some cases both, to raise funds. He "lavaka's" produce of some kind or other. It may be at per head among the males, or so much from each town. In some cases, if the amount be large, a Chief will appeal for assistance to a Chief of another province, who will generally accede to the request. In this way large districts are kept all but exclusively at such work for months, to the neglect of their usual avocations, which, if it occur during planting season, causes gardens to be neglected, and consequently, after the debt is paid, more or less distress prevails amongst the people.

The second case is the "lava-ing" of men to go and work under certain arrangements, say so much per head to be paid to the Chief supplying the men, or, perhaps, the men's wages are hypothecated, and in such cases town and districts have been thinned of all their able-bodied and young men, sometimes for from two to three years. I would here notice that this is different altogether from the ordinary mode of obtaining Fijian labour, where presents are generally made to the Chief, and divided amongst the relatives of the men leaving, when both parties are well enough satisfied. Each of the above forms of "lava-ing" men is of modern origin, and the result of settlement of whites in the Group.

The foregoing is as nearly as possible a description of what is generally supposed to be the institution of "lala," but which, far from being "lala," is in reality simply the arbitrary exercise of authority of Chiefs over the people, an authority probably pure enough originally, but corrupted from time to time by capricious and tyrannical rival Chiefs.

With his Excellency's permission, I would submit the following suggestions on the question of "lala," the entire abolition of which, for the present, at least, I should regard as premature, and likely to involve a vast amount of discontent and trouble. When fully understood, it is not repugnant to civilized forms of government, and, with all its ramifications, is an agency that may be turned to good and useful account in the present and future government of the Group. It is well and thoroughly understood and recognized by the people as their Chief's right. In order to prevent abuses, the system should be a little better defined, and its operation limited. It suits the present condition of the people, and, as far as the Chiefs are concerned, has right and usage on its side. Such customs can hardly be abrogated without some equivalent:—

1st. If all the Chiefs, of whatever grade, were allowed to exercise the right of "lala" over their own particular province, tribes, and Qali only, in all matters of gardens, house-buildings, or domestic requirements, the Chief in each case complying with the conditions understood and fixed by usage, I believe it would tend more to promote the industry of the people than any form of higher civilization that can just now be introduced.

I have heard some of the best and most considerate Chiefs say, "Remove the 'lala' and our people will not only become insolent, but they will soon die out from want, filth, and improvidence. We Chiefs have to care as much for their common wants of every day life as we have for the necessities of the State." It will be well that each Roko be held responsible that the "lala" is not abused by inferior Chiefs in his province.

2. In reference to any person not complying with a "lala," I would suggest that a native district council deal with any refractory individual for disobedience of

local regulations, as such a council is best acquainted with the rights and privileges of both Chiefs and people.

There can be no doubt but such individual cases will arise, and the conduct of one insolent and turbulent fellow, if unchecked, does much harm in a district.

3. The indiscriminate taking away of food and animals by individual Chiefs, or their retainers, is no doubt an evil, and ought not to be allowed. Of course, under the direct authority of the Roko and for public purposes, the case is different, as the people contribute readily.

4. No Chief, of whatever rank, should be allowed to "lala" out of his own province or district, not even when he possesses hereditary or customary rights to do so, though this is a case where some difficulty may arise for a time. But much more serious difficulties are to be apprehended from the allowance of the practice than from its prohibition. A Chief having such rights or privileges in more than one province, can always elect which he will reside in, that is, of course, if he is not an official.

The custom of Rokos helping each other in times of any special effort is open to most serious objections, both from its tending to increase the burdens of the people, and liability to cause jealousy amongst those Rokos not actually engaged.

There is another custom so nearly allied to the above, which is known as begging, but in a Fijian sense it means much more, as the party solicited is not always free to refuse, and a native is always ashamed to refuse to give anything asked of him. For this last reason only they will not unfrequently give, if solicited, all they possess.

It would be difficult no doubt to introduce any prohibitory laws, but a word to the Rokos for them to discourage begging as much as possible will do good, and there can be no doubt the custom will soon die out.

Solevu-ing.

Before closing this paper, the custom of solevu-ing ought perhaps to be noticed; though it does not come under the head of "lala," it is very nearly allied to it, and often calls it forth, and as there are some evils connected with the custom that need correction, perhaps a short description would be best. A Chief or Chiefs, or the people of a province, district, or town, being in want of some articles, will send to those of another province, district, or town, and request them to solevu, naming the articles they are in want of, and perhaps the articles they will bring in return. This being accepted, the day will be fixed, the proposing parties, unless otherwise specially arranged, visit their friends to present their property and receive what is given in return, and both lots are again divided out to the contributors only, so that it will be seen the custom partakes very much of the nature of an ordinary market or fair, and so far there does not appear any objection, but rather the contrary, as it promotes emulation and industry, besides facilitating the interchange of the products of different places. But there are two evils that may be pointed out, and which the Rokos can with little trouble correct. One is the preparation for these solevus so entirely absorbs the time and attention of the people as at times seriously to interfere and obstruct the carrying out of provincial or local regulations; and the second is when the visiting parties prolong their stay, and thereby cause their entertainment to become oppressive to their friends; and this is particularly the case when they live at such a distance as to necessitate their travelling by water, when foul winds may detain them on a coast for weeks together.

(Signed) DAVID WILKINSON.

No. 7.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received January 10, 1876.)

My Lord, *Nasova, Fiji, October 1, 1875.*

IN my despatch of the 20th ultimo,* I stated that I inclosed a copy of my speech to the Chiefs. It was not, however, printed in time for transmission, and I have now the honour to forward it, together with an English translation.

I have, &c.

(Signed) ARTHUR GORDON.

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* No. 3.

Inclosure in No. 7.

The Governor's Address to the Chiefs at the Installation Meeting at Bau.

Chiefs now assembled,

AT Levuka last week I read my commission, that is to say, the letter of the Queen of Great Britain appointing me as Governor of Fiji.

You who are now present, you have acknowledged me after the customs of Fiji to-day as ruler of the country; you have promised to obey me in all matters.

I have called you to this meeting in order that we might consult about the country, and that it might be clear what customs shall be lawful and what forbidden.

In former times nothing was stable, but the foundation of the building we are now about to erect shall be firm and strong. The reason why I have not spoken before at Ovalau was because I intend that we shall work steadily and quietly, as one would in travelling over a rough road.

I have called you in order that you should tell me your true minds; do not be deaf to my requests; tell me this day the whole of your ideas with reference to the work of the country; my eyes shall always be upon you.

The laws of the country may be compared to a net of very fine meshes, nothing can escape; it will cover over all alike.

Obey the laws, every one of you.

You the Chiefs, you are the Chiefs of the people, but I again am the ruler of you the Chiefs. Let there be no vain excuses; let scheming practices be for ever abandoned.

I now wish to make some statements. Chiefs, like me, never tell falsehoods, it is a most un-Chief-like practice; all that I tell you shall be perfectly true. The ownership of your own lands is with you, it shall not be taken from you; but if you wish to give away or to sell land, it shall be decided by me whether or not it be sold. I remember the words of the Vunivalu at the time Fiji was offered to Great Britain. He said, "we are being eaten up daily;" now I have come to prevent this.

Some time ago Fiji was offered to Great Britain, on account of its being burthened with debt, also it was in great difficulties in many ways in those days; but Great Britain refused to accept it. Afterwards Fiji was again offered to Great Britain, who then accepted it, but the Queen did not really wish to annex Fiji; at that time it was accepted unwillingly, but the Queen believed it would be right to do so, remembering the words of the Vunivalu, "lest the stalkers about on the coasts of the country eat us up."

The Queen, in her all-loving heart, did not wish that the words of the Vunivalu should prove true; she also disliked much her subjects living without law and order, and each doing what seemed good to him.

On account of these reasons the offer of annexation was accepted, and in order that you should be cared for and led into the proper path. When we compare Fiji with many other countries, it is but a small place after all; nevertheless, a Chief of rank in Great Britain has been appointed to govern Fiji; but if a Chief of less rank, and but little known, had been appointed, it would still have been your duty to respect and to obey him.

Now, Chiefs, you must know that the great Queen has sent me to govern Fiji; but in governing Fiji I shall not act with oppression, or in an unbecoming manner. I shall make all necessary laws for you the natives, and also laws relating solely to the whites; the laws shall be printed soon. Do you have a little patience.

Any useful native customs shall be retained, but improper customs let them be given up; nevertheless I do not intend to make sudden changes.

I shall govern the country in a spirit of justice and mercy, for you must know that laws are necessary; a country without laws would be in a pitiable condition.

The great Queen has taken you to befriend you, and to protect you, for, Chiefs, you know that you could not of yourselves have prevented covetously-disposed persons from taking your land. Now listen to this. The very first law I have made is one forbidding you from selling or leasing land, and forbidding white men to buy it of you without my permission; it may only be sold or leased after my permission has been first obtained. If any person shall disobey this law he cannot obtain the land; his agreement with the owner of the land shall be of no avail.

Now, then, let there be an end of murder and cannibalism; compelling women

to marry against their will is a very great evil, it leads to adultery and to many other great crimes.

Chiefs, I now ask you, I ask all men, do you give me your assistance in this great, this useful labour; as Chiefs let playing at cross purposes cease. Also I do not intend to detract from the respect due to the Chiefs by the lower orders. I believe it to be a most proper thing that we should all of us pay due respect to those above us; let the people continue to pay respect to their Chiefs.

But, Chiefs, on the other hand, do you be just to the people, do not oppress them; if you act harshly to them will you gain the respect of others?

I will now say a few words about "lala." Do you consult together, and come to some agreement amongst yourselves, and let me know this day your minds on this subject; tell me what "lala" you wish to retain, and what you are willing to abandon.

Levy food for yourselves, and for travellers, also house building, and the planting of the Chiefs' food, but upon no account make levies out of your own individual districts; if any one shall act in an oppressive manner, or take property merely for the gratification of the moment, he shall be punished; improper and unfair "lala," idling about and begging for property merely to gratify idle longings, are all things "tambu sara" (most strictly prohibited).

If any person shall resent unjust and improper "lala," he may not be punished for so doing, neither shall anything be done to the man who objects to submit to it.

I again beg of you all to assist me to the utmost of your power in the work of governing the country.

It is now proper that I should speak of some matters referring more especially to yourselves. I mean the jealousy and rivalry existing between you Fijian Chiefs. They exist to a very great extent in Fiji, and are the origin of many and great evils. Now, my good friends, let there be an end of these improper practices. If a number of people are paddling together in the same canoe, and some paddle forwards, and some paddle backwards, what will become of the canoe and its people?

Also I now wish to say something referring to the Magistrates I have recently appointed. I have confidence in them, if otherwise I should not have appointed them to their positions in the Courts of the country. I believe them to be upright men, and of good conduct. Now, Chiefs, be wise, and give them every assistance, support them in carrying out their work, and help them to the full extent of your ability. If you should be perplexed or anxious of mind about matters of difficulty, ask them to assist you, and they will do so; also there are some whites in Fiji with whom it is quite impossible that I could associate, or that I could agree in the smallest matter. Now, be good enough not to associate with them yourselves; decide now whether you will lean on me or lean on them, decide at once. Many people in Fiji are saying "How is this? There is no office of native affairs." I now tell you once for all, I have taken native affairs upon myself as my own task; it is my own individual task alone.

In the law all are equal, whether Chiefs or common people, and no matter what appointment a man may hold under the Government; you must always remember this, every one of you, that if any man is oppressed, or wronged in any way, and it appears to him that he cannot obtain justice in the Courts of his district, let that person come straight to me, or write to me at Nasova, I will not treat his petition with indifference, and this I now most faithfully grant and promise to all people.

I again ask you to give your assistance to the Magistrates, whether they be whites or Fijians, they will then respect you and assist you in a very great many ways.

I now wish to tell you my intentions in the matter of governing the country. Do you, the Roko Luis, and you, the Bulis, never tire of travelling about your districts; as for you, the Bulis, if any sudden evil should arise in your districts, write about it at once; let a true register of births and deaths be kept, and do not allow one to be left unregistered; also write and report on all matters to the Roko Luis. Now as for you, the Roko Luis, do you write to me every month, but, if necessary, write to me at all seasons and at all times.

Now, with reference to taxes, you must follow the old plan for a while longer, but before long it shall be on an entirely different system; in after times it shall be as follows: a piece of land shall be set apart in each district, and shall be called

the "district plantation," and I alone shall then decide what shall be planted, and what shall be suitable to the district; and when the produce is gathered it shall be all taken in to the Government for sale by the owners, and I alone shall fix upon the price to be paid; but if more than sufficient be taken to the Government, it shall then be permitted to the owners to sell the remainder at their pleasure; also there is something else you must do, that is the clearing and formation of roads; any person disliking road clearing, may pay money to the Government in lieu of his work.

I now tell you there are two things of paramount importance, that is, activity and industry; the Vunivalu has said "if the people do not work they will die out," and I am decidedly of the same opinion myself.

Now with reference to the inland districts. It will be the tasks of the Chiefs of tribes there individually to govern their people, and some one shall be appointed to live inland, to preside over the ruling of the interior, to assist the Chiefs in carrying out the law, and to be their preceptor and adviser in all matters. I intend to divide the interior from the coast districts. I shall make the Government work of easy comprehension to the people of the interior, and I shall give greater powers to the Commissioner I intend to appoint than those possessed by the Magistrates on the sea coasts.

Now, Chiefs, he whom I have appointed to the interior is known to you; it is not as though he had but just arrived in Fiji. I now beg of you all, and most particularly of you who have come from Serua, and from Nadroga, do you give him every assistance in your power; I have confidence in him, and I now ask you to pay attention to his counsels.

Now one word to those of you who may be in difficulties through debt. I have made a law preventing your being taken to Court for debt, and I intend to appoint some gentleman to enquire into your affairs, and to look into the justice of the claims against you, that you may rest in peace

With reference to incompatible marriages and adultery, laws relating thereto shall be made as soon as possible; do you have patience for a little while longer.

Now, in the matter of religion and schools, I shall not say much; you have your teachers, who will set forth to you their advantages; for my part I think religion is of the greatest importance to us all, but you must not thrust it on people against their wish. Religion is a subject on which each must decide for himself; we shall all be held individually responsible hereafter at the judgment seat of God. In schools do not allow your children to absent themselves under any pretext, and do you all respect and assist the teachers.

It is now right that I should now tell my mind with respect to the Vunivalu; in former days he was respected only in Fiji, in these days he is respected in all countries. He gave Fiji, in order that his people might rest in peace and plenty; he did not merely consider his own interests. For myself, I have the greatest respect for him, it is my wish that he and I should be of one mind; as one person in all things do you also respect him, and go to him for assistance and advice.

I have now done; do you take my words home to your minds, and may the blessings of Heaven rest with you.

I have now concluded my address to you the Chiefs.

No. 8.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(*Received January* 10, 1876.)

My Lord, *Nasova, Fiji, October* 1, 1875.

IN my despatch of the 20th ultimo,* I gave your Lordship some account of my visit to Bau, and reception there.

2. On the day following the ceremonial I have in that despatch described, I was rowed over to the mainland of Viti Levu, and walked across the country to Navuso, on the Rewa River, by a very fair native road, passing the village of Koro Damu-damu and the town of Verata.

3. At Navuso I was the guest of Adi Arieta Kuila, the widow of the late Chief of Naitasiri, and practically the ruler of that extensive district. Her beautiful native house is a very pleasant residence, and she herself is a singularly agreeable, well-

* No. 3.

bred lady. Nothing has given me a higher opinion of the capacities of the Fijians for civilization of their own type than the position which women of high-class assume. Adi Kuila is, perhaps, rather an exception, as she lectures with keen tongue the gravest elders of her district; but all the ladies of high rank move with a freedom, and express their opinion and wishes with a decision, which shows them to possess a large amount of independence, and to command a high degree of respect.

4. Before leaving Bau I had witnessed a school examination and dance, which was in many ways a scene of great interest. The children were assembled under the shade of great trees, which formerly gave shelter to a heathen temple. On the stones, where hundreds had been put to death, were seated Cakobau and his wife, Adi Lydia. Hardly anything could have more forcibly marked the difference between the past and present, between Christian and cannibal Fiji. And yet the change did not consist in an aping of European manners, for all that passed was thoroughly real and thoroughly national. The children were all dressed in Fijian style, some with scarves and girdles of beautifully fine tappa, others in coloured likus or sulus, and they danced their own dances with spirit and enjoyment, whilst their lessons were chanted after the fashion of a Fijian meke. Their reading was fair, their writing very good, and of their arithemetic I did not remain to see much.

5. Here, too, at Navuso. I was a witness to a school-feast of about 250 children, of whom a large proportion could read with ease, write extremely fairly, and cypher very fairly. The interest of this exhibition was chiefly in the fact that it was so purely native—teachers, minister, and all spectators, except myself and my staff, being Fijians.

6. I cannot believe myself that it is a thing to be desired that this interesting and intelligent population should be simply swept away from their own land, to make room for adventurers who will merely come here for a few years as to a possible field for money-making.

7. From Navuso I came down the River Rewa, a river totally out of proportion to the size of the country, to Navuloa, the Mission College. This establishment, though originally intended as a training institution for native missionaries, has gradually expanded into a species of public school, where the sons of Chiefs are educated. Few people are aware how large a portion of the Fijian population can read and write their own language, but at Navuloa the students are taught English, and it is from this institution that I hope, before very long, to draw a supply of good interpreters, the want of whom is now very seriously felt.

8. I only remained one night at Navuloa, and returned home by water the following day, the numerous band of scholars accompanying me to the shore, and singing "God save the Queen" in English most lustily as I stepped into my boat.

I have, &c.
(Signed) ARTHUR GORDON.

No. 9.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received January 10.)

My Lord, *Nasova, Fiji, October 20, 1875.*

WITH reference to my despatch of the 10th ultimo,* I have the honour to inclose the copy of a letter addressed to me by Mr. James Mason, a Justice of the Peace for the island of Taviuni, respecting the present state of the southern part of the island of Viti Levu, lately visited by him.

2. The picture drawn by Mr. Mason is, I think, not a little exaggerated. The man, Fox, of whom he speaks, is a notorious alarmist; and there can, I fear, be no doubt, that he and a considerable number of the white settlers in his neighbourhood wish to bring about a collision which will eventually lead to the destruction of the tribes who now occupy the extensive and fertile plains of the Sigatoka. Those great tracts of rich lands will thus, they think, be rendered easy of acquisition. Nor will it be easy to dispute the defective titles which they have obtained from the late Ratu Kiui of Nadroga, of lands over which he exercised no shadow of authority, and to the property of which he had no claim.

* No. 5.

3. A well-known resident at the mouth of the Sigatoka, James Byrne by name, Mr. Fox's next neighbour, who only left that district several days after the visit of the "Pride of Viti," was with me to-day, and informs me that the alarming stories reported at the close of Mr. Mason's letter was almost groundless. I also inclose an extract of a private letter just received from Mr. Carew, which points to good deal of exaggeration.

4. Nevertheless, making every deduction for the influence of fear, cupidity, and credulity, and for that of the pleasure of circulating alarming tales, there remains sufficient to cause a very considerable degree of anxiety.

5. It is my own intention to visit this district very shortly, and Mr. Carew is now making arrangements for a meeting there between me and the Chiefs of the interior. If peace can be preserved up to that time I have little doubt of its permanent maintenance; and that it will be preserved I have every confidence, unless steps are taken by some of the lawless white settlers—Americans—to force on a collision.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure 1 in No. 9.

Your Excellency, *Carnarvon House, Levuka, October* 16, 1875.

I HAVE the honour to inform you that, during a recent trip in the paddle-wheel steamer "Pride of Viti," to the Sigatoko River, Viti Levu, we found it unadvisable to penetrate the interior of the country, owing to the following circumstances:—

On the 9th instant we landed at Mr. Bucknell's plantation, about twelve miles from the Sigatoko River.

He told us that a few days previously, a large number of mountaineers fully armed had surrounded his house, but had retired without molesting him.

In the evening of the same day, we anchored in a small bay, about half-a-mile from the mouth of the river, and as James Burns (an old Colonist with whom we wished to ascend the river) was absent from home, Mr. Page, the Master of the steamer, called on Patrick Fox, who lived in the bay. On Mr. Page's return on board, he gave us such an alarming account of Fox's fears that Sub-Lieutenant Ommaney, Her Majesty's ship "Barracouta," went with me the same night to see Fox. He reported that for several nights and days he had kept watch with armed Fijians, as the mountaineers had threatened to burn his house and crops. That they had already done considerable damage to some maize, and that he was in fear of his life. He begged us to make a report of this.

The next morning we steamed to Nadroga to see Ratu Luki, Chief of the district, accompanied by whom we next day ascended the river about two miles to the Sigatoko town.

After a consultation with his people, he told us that it was not safe to go up the river, as the natives in the towns one mile further up had thrown off their cloth, &c., and that he did not care to lend us canoes or men to go with us.

About 11 o'clock the same night a messenger brought a note from Fox, stating that he had buried his goods, as he had again heard that the mountaineers were coming. On being interrogated by Mr. Page, the messenger said that a large number of men had that day come down from the mountains, and were staying for the night at a town about one mile from us.

We therefore relinquished the object of our trip, and returned to Levuka.

I have, &c.
(Signed) JAMES E. MASON.

His Excellency the Hon. Sir A. H. Gordon, K.C.M.G.,
&c. &c. &c.

Inclosure 2 in No. 9.

Extract of a Letter from Mr. Carew to Mr. A. Gordon, dated October 18, 1875.

THE Sigatoka people appear to be in a disturbed state, but rumours both of natives and whites are evidently much exaggerated. A man named Meader, a

citizen of the United States, is always in hot water with them. He reports that they have just dug up all his sweet potatoes, and taken away all his corn. I am going to get an interview with these natives to-morrow, I trust. I have to wait now until I hear from them in answer to a message I have sent them. If I succeed in getting an interview with them, I am confident of being able to put an end to these troubles, but this man Meader is a notorious blackguard, an "old hand" from the Line Islands.

When I get this investigation over at Meader's place, I shall send a report up to his Excellency. I think a partner of Meader's named Fox has been shooting lately at the natives.

No. 10.

Governor the Hon. Sir. A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received January 10, 1876.)

My Lord, *Nasova, Fiji, October 30, 1875.*

I HAVE the honour to inclose for your Lordship's information the Schedule of establishments to which I have found it necessary to give a provisional sanction.

2. It was, of course, my desire to adopt the Schedule of establishments inclosed in your Lordship's despatch of the 20th March ;* or, if any departure from it were absolutely unavoidable, to confine such departure within extremely narrow limits.

3. But this I found to be altogether impracticable. It was very soon made perfectly clear to me that under two heads of establishment large increases were at once absolutely requisite, and not to be avoided, and that some necessary appointments had been overlooked in some other branches of the service. This being the case, I thought I should best consult the public interest and your Lordship's wishes not by adherence to the strict letter of the Schedule forwarded by your Lordship, but by so recasting it as to bring down the aggregate expenditure to the lowest figure.

4. In this I have not been wholly unsuccessful, although I have introduced the posts which were, I believe, accidentally omitted, for I have contrived so to keep down the aggregate amount of the salaries in all the Public Departments (excepting the two to which I have referred), that they only exceed by 259*l.* the amounts either set down in the Schedule or subsequently sanctioned by your Lordship. Had it not been for what I believe to be an oversight in the preparation of that Schedule, which I will explain in the proper place, there would, as regards these nine heads, actually have been a saving to the extent of 291*l.* on the amount sanctioned by your Lordship.

5. But under two heads of establishments, "Judicial," and "Police and Gaols," there has, I regret to say, necessarily been a very large excess. A part of this excess also is, however, in some degree, apparently due to accidental oversight.

6. I will now consider separately each head of establishment.

I.—*The Governor.*

7. Under this head there has been no alteration of what has already been sanctioned by your Lordship.

II.—*The Colonial Secretary.*

8. I have, on the whole, judged it expedient to abolish the separate Department of Native Affairs, and to commit this charge to the Colonial Secretary. My reasons for this course I have explained at length in another despatch. This has necessitated the employment in the Colonial Secretary's Office of a clerk, able to speak and write Fijian, in addition to the two sanctioned by your Lordship.

9. I have temporarily united the Office of Colonial Secretary with that of Receiver-General, and I am inclined to think that it will be for the advantage of the public service that they should continue united for some time to come.

III.—*Receiver-General's Office.*

10. Sir Hercules Robinson, in his despatch No. 7 of the 16th October, 1874, pointed out that one of the advantages of the temporary appointment of

* No. 7 of C. 1337 of 1875.

Mr. Horton as Colonial Treasurer was that he was able to employ the services of the clerks in the Fiji Bank. The power of doing this of course ceased when the manager of the Bank ceased to be Colonial Treasurer. This fact, however, appears to have been overlooked in the preparation of the Schedule inclosed in your Lordship's despatch No. 1, as it was by me in the preparation of the draft Schedule, on which that contained in your Lordship's despatch is founded; and no provision is made for clerical or other assistance to the Treasurer beyond the "Accountant," already Mr. Horton, when aided by his Bank clerks.

But, more than this, although the office of Collector of Customs was combined with that of Treasurer, the clerical assistance which had been sanctioned by Sir Hercules Robinson for the Customs Department was omitted; and the Receiver-General, with largely-increased duties, was actually left with less assistance than that allowed previously, in addition to the extraneous aid of the Bank clerks. This must, I think, have been accidental.

11. The first Clerk of Customs, who is the late Collector of Customs, is also Shipping-Master, an appointment rendered necessary by the proclamation of Levuka as a port of registry. The second Clerk acts as bond-keeper, and the third is for general service.

12. After the most rigid scrutiny several times repeated, I can come to no other conclusion than that the Customs dues and other revenue could not possibly be collected with a smaller staff, and that the omission of any one of them would lead to the loss of an amount of revenue far greater than the amount of his salary.

13. The Harbour-Master and Light-Keeper have, for convenience, been placed on this item of establishment, at the salaries sanctioned in your Lordship's Schedule.

IV.—*Audit Office.*

14. The duties thrown upon the Colonial Secretary rendered it necessary to provide otherwise for the discharge of audit duties. The Auditor-General may be said to have taken the place, as a separate officer, of the Secretary for Native Affairs, and receives the same salary that that officer would have done.

This Office is one in which the assistance of a clerk is manifestly necessary.

V.—*Surveyor-General's Office.*

15. This Department has been created by your Lordship's directions since the preparation of the Schedule.

VI.—*Post Office.*

16. I found it impossible to reduce, as had been contemplated, the salary of the Colonial Post-master. The responsibilities of the office are considerable, and its work terribly irksome, involving, in the absence of any assistance, daily constant attendance at the Post-Office. No one above the rank of a police constable would have accepted it at a lower rate than that hitherto attached to the office.

VII.—*Lands Commission and Immigration Offices.*

17. The Commissioner of Lands and Agent-General of Immigration presides over two very distinct Departments, in each of which a clerk, who has responsible duties to perform, is imperatively requisite. I should have assigned a salary of 200*l.* to each of them, had it not been that Mr. Bentley, who had hitherto acted as Protector, was already in receipt of a salary of 240*l.*, which I could not well diminish.

18. It is manifest that if immigration assumes any large proportions, the expenses of this Department must increase, for the appointment of Inspectors will become absolutely necessary, if, indeed, it is not so already.

VIII.—*Medical.*

19. A provisional and temporary addition of 50*l.* above the amount sanctioned by your Lordship, made to the salary of the Government Medical Officer for the Eastern Islands, Dr. Mayo was undoubtedly led to expect that his salary would be equal to that of Dr. MacGregor, nor would he accept of less.

20. The circumstances of the time when I arrived here would have compelled

me at all events to appoint an Assistant Medical Officer here. At such a moment it was impossible to contemplate the Chief Medical Officer invariably tied to the town of Levuka, which his duties as Health Officer of Shipping prevented him leaving for a single day.

21. But, apart from this, I felt that it would be a most ungracious and ungrateful return for Dr. Cruikshank's unwearied services during the measles, and would produce the worst possible effect in the Colony if he were to be, on my arrival, suddenly dismissed from the public service. I therefore retained him at the very moderate salary of 150*l.* He acts as Health Officer in Dr. MacGregor's absence, and attends the dispensary.

IX.—*Provincial.*

22. The salaries of the native Chiefs remain as on your Lordship's Schedule. I have not, however, made any appointment to the Government of the Central Province vacant by the death of Ratu Savenaca, nor do I intend to do so. The administration of this Province, in which Ovalau is situated, I have taken into my own hands. A saving of 240*l.* is thus effected, and in its working I shall gain considerable insight into the native system of administration.

Under these nine heads, therefore, the total expenditure stands thus:—

	£
As sanctioned by your Lordship	11,720
	350
	12,070
Present schedule	12,329
Excess of present estimate over that already sanctioned	259

23. But, as I have before observed, it cannot have been intended that the duties of the Treasury and Custom-house were to be performed, as to the former branch, by simply an accountant, without the aid of a single clerk, and in the latter without any assistance at all. If, however, it be the case that this omission (as that of the Attorney-General's clerk appears to have been) was an accidental one, and it be further assumed that the moderate salaries of these officers could not well have been reduced below what had been allowed them by Sir Hercules Robinson, the account would stand thus:—

	£
Amount sanctioned by your Lordship	11,720
	350
	200
	150
	150
	12,570
Present schedule	12,329
Reduction in present schedule below that contained in Despatch No. 1 ..	241

24. When, however, I turn to the items "Judicial" and "Police," the case is widely different. Here, too (though, I think, a portion of the excess is due to a misapprehension in the preparation of the Schedule), it could never have been intended that the Supreme Court should be without a Registrar or a Bailiff; nor can it ever have been intended that the Chief Justice should also perform the duties of a Police and Stipendiary Magistrate. I, therefore, anticipate no objection to the addition of these posts.

25. I did not pause to refer to your Lordship on this point, because, in the interval, the administration of justice would have inevitably come to a dead lock. The Chief Justice would, I know, have absolutely refused to sit until the proper officers of his Court were appointed; whilst even if he had been persuaded to acquiesce in taking his seat on the Bench without a Registrar or Bailiff, he would most certainly have refused to sit as Police Magistrate even for the shortest time.

Moreover, it was desirable that the alteration, if inevitable, as it clearly was, should be made at once; and that the Supreme Court should begin with the same staff with which it was intended to continue. It would have been pedantry on my part to have thrown the administration of justice into confusion in order to adhere to the letter of an instruction, which was in the circumstances inapplicable; which

clearly could not be maintained; and the effect of which had probably not been contemplated.

26. I have, in consequence of the Attorney-General's abandonment of private practice, thought him entitled to an advance at the rate of an additional salary of 250*l.* per annum. This I have, up to this time, paid him out of my private funds; but I propose to place it on the Estimates as a provisional and temporary increase, pending a reply from your Lordship to my despatch of the 9th July, 1875.

27. In the Schedule forwarded by your Lordship the following words appear, "Native Judge, 120*l.*" Ratu Marika Toroca is an excellent and much respected Chief, and I should have been glad to have continued to him a title which he himself valued, and his possession of which was, I think, esteemed by his fellow-countrymen. But the Chief Justice refused, in the most positive terms, to commence his duties if any native were allowed to retain such a title; and, rather than incur the scandal of a dispute on such a point, I waived the question, and have appointed Ratu Marika "Chief Native Magistrate," at his former salary. I will not say that he does not feel the degradation, or that it is not felt by others of his race,—but he has made no complaint respesting it.

28. The salary of the Police Magistrate and Registrar-General (500*l.*) appears large, and is so. The circumstances which have led to the proposal of such a sum are these:—It was thought by the Chief Justice, by the Members of the Executive Council, and myself, that it was highly desirable to retain the services of Mr. Garrick, probably the only really properly qualified man in the Colony for this duty. Mr. Garrick's services, however, could only be secured by allowing him to retain the salary he had hitherto received. This was felt to be excessive for the office of Police Magistrate; and it was accordingly determined that Mr. Garrick should also undertake the duties of Registrar-General; a post, the retention of which by the Colonial Secretary after the usurpation by that officer of the duties of the Treasury. Mr. Garrick accordingly receives 350*l.* as Police Magistrate, and 150*l.* as Registrar-General.

29. In the Schedule sent out by your Lordship, it was contemplated that the Judges Clerk and the Interpreter of the Supreme Court should be the same person. It has very truly been pointed out to me that the qualifications for these two offices are entirely different.

30. Your Lordship has, by your despatch of the 12th August, sanctioned the appointment of a Clerk to the Attorney-General, at a salary of, if necessary, 150*l.* per annum. This I had ventured to anticipate.

31. I thought, at the time of their appointment, that the duties of Clerk and Interpreter to the Police Court could not be combined, but I am now not so certain that this is the case. If it be found possible to unite these offices, it shall be done.

32. I found it imperatively necessary to increase the number of Stipendiary Magistrates. On this subject there were incessant and well-founded complaints. A single Magistrate had charge not only of the great Island of Vanna Levu,—an island 120 miles in length,—but also that of Taviuni, where there is a larger number of settlers than any other part of Fiji, and itself an island of very considerable size. Another had and still exercises jurisdiction over the whole of the windward islands. A third professed to administer justice along ninety miles of Viti Levu, and in the distant island of Kadavu. Even under any circumstances, there would have been an imperative necessity for at once increasing the number of Stipendiary Magistrates; but I found an additional reason in the worse than inefficiency of the Justices of the Peace, who, in the absence of the Stipendiary Magistrates, exercised large powers. A perusal of their books, where they kept any, speedily convinced me that the reduction of the powers of the Justices of the Peace was a necessity; and an additional reason was thus afforded for increasing the number of Stipendiary Magistrates without delay.

I should, however, have waited to effect this augmentation if it had stood alone. As it was, being compelled to make many changes in the scheme originally designed, I saw no reason to postpone a reform already too long delayed.

33. The number of Stipendiary Magistrates was gradually increased from twelve to eighteen by Sir Hercules Robinson.

34. The circumstances connected with the appointment of a Commissioner for the mountains inhabited by the "Kai Colo" will be found detailed in another despatch.

X.—*Police and Gaols.*

35. The increase under the head "Police and Gaols" is also considerable.

The salary of the Superintendent could not possibly be kept at 200*l.*,—he would have had to return to his profession; nor could any one else, fit to discharge the duties of the office, have been secured for such a sum.

The salary of the Clerk has been reduced for the present to 50*l.*, he being also my private interpreter.

36. An increase in the pay of the Gaoler, a most efficient officer, was found to be indispensable, and I availed myself of the opportunity of making him Sub-Inspector to give it indirectly, rather than as an augmentation of salary of his post.

37. Sub-Inspectors for Viti Levu and Vanna Levu were imperatively required,—the force there being almost wholly without control; and a Detective Sub-Inspector has been taken on the strength of the force here.

The number of European Constables (still far too small) has been doubled, and the sum to be voted on account of European Constables is thereby necessarily doubled; at the same time I have also added fifty men to the force. I had intended and should wish to add 100, but refrained for the present from doing so.

The gaoler at Lavoni I have been enabled to dispense with, the gaol at that place having been abolished.

38. Your lordship will not be surprised by this augmentation, for I remember that it was your Lordship's opinion, before I left England, that I should be compelled to strengthen the Police force materially.

39. These two departments, Judicial and Police, then stand thus:—

	Old Schedule.	New Schedule.
	£	£
Judicial	3,168	6,148
	150*	
	3,318	
Police	1,870	3,205
	5,188	9,453
Excess of new schedule . .	£4,265	

Or, if it be assumed that the Police Magistrate, Registrar,* and Bailiff were omitted in the same manner as the Attorney-General's Clerk, and ought to be included in the old schedule, we shall have,—

	Old Schedule.	New Schedule.
	£	£
	3,168	6,148
	150	
Judicial	350	
	240	
	100	
	4,008	
Police	1,870	3,205
	5,878	9,453
Excess	£3,575	

At the same time, heavy as the cost of these establishments is, I believe they will contrast favourably with any other attempt of a similar character; nor must it be forgotten that, if we attempt to govern at all islands of great size and large population (exceeding that of Trinidad), it is essential that the machinery should exist for making that Government a reality.

40. In conclusion, it is my duty to report to your Lordship that, although the establishments have already exceeded my wishes and your instructions, I foresee that it will be absolutely impossible to refuse to augment them, under one head, at no distant day.

* Subsequently authorized

41. There is at present absolutely no postal system whatever within the Group. The post office at Levuka is the only one in the whole Colony; and the complaints of the settlers on the Rewa, and in Taviuni, Kadavu, the Nadi coast, and elsewhere, are loud and increasing, nor can I say that they are unreasonable.

The Medical department again requires extension. It is ridiculous to suppose that two or even three medical officers can supervise so many populous islands, at great distance apart, or secure the performance of vaccination or quarantine.

If the revenue is not to be systematically defrauded, Custom-house officers must be appointed at all the ports of entry.

The judicial staff is still far from adequate, and four, or at least two more, Stipendary Magistrates will ere long have to be appointed. This may be for the present delayed, but Clerks of the Peace it will be needful to appoint without loss of time.

The Immigration Office will need reinforcement by the appointment of Inspectors of Immigrants.

42. Nor must I conceal from your Lordship the fact that, instead of obtaining that ready and zealous service which is the result of content, there are but few public servants who are not more or less sullen and discontented on account of the smallness of their salaries. I am quite aware that these salaries cannot be increased in the present position of the Colony, nor do I advocate it; but I cannot deny that the cost of living is in Levuka enormous, and that the salaries given, from the highest to the lowest, are quite inadequate to the necessary expenses of the recipients. Your Lordship will readily imagine that this state of things does not diminish the difficulties of my position.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure 1 in No. 10.

Colonial Estimates.—Establishments.

Establishments Detailed.	Fixed Establishments.	Provisional and Temporary.	Total.
	£	£	£
Civil Salaries.			
His Excellency the Governor	5,000		
Private Secretary	300		
Aide-de-camp	170		
Private Interpreter	150		
	5,620		
Less returned by his Excellency to Treasury	2,000		
			3,620
Colonial Secretary's Office.			
Colonial Secretary and Receiver-General		500	
First Clerk and Clerk of Council		250	
Second Clerk		200	
Third Clerk		150	
			1,100
Receiver-General's Office.			
Clerk of the Treasury		200	
First Clerk of Customs and Shipping Master		250	
Second Clerk and Bondkeeper		150	
Third Clerk		150	
2 Boarding officers, at 150*l.*		300	
Harbour Master		200	
Light-keeper		50	
			1,300
Audit Office.			
Auditor-General		500	
Clerk		200	
			700
Survey Office.			
Surveyor-General		350	350

Establishments Detailed.	Fixed Establishments.	Provisional and Temporary.	Total.
	£	£	£
Post Office.			
Colonial Postmaster	..	250	250
Commissioner of Lands and Agent-General of Immigration.			
Commissioner	..	500	
First Clerk	..	240	
Second Clerk	..	200	
			940
Medical.			
Chief Medical Officer	350		
Government Medical Officer for Eastern Islands	300	50	
Assistant Medical Officer	..	150	
	650	200	850
Judicial.			
Chief Justice	1,000		
Attorney-General	500	250	
Police Magistrate and Registrar-General	..	150 and 350	
Chief Native Magistrate	..	120	
Registrar, Supreme Court	..	240	
Interpreter	..	200	
Judges Associate and Clerk	..	200	
Clerk to Attorney-General	..	150	
Clerk to Police Court	..	150	
Interpreter, ditto	..	150	
Bailiff	..	100	
4 stipendiary Magistrates, at 300*l.*	..	1,200	
4 ditto, at 250*l.*	..	1,000	
18 Native Magistrates	..	288	
Commissioner for Interior	..	100	
	1,500	4,648	6,148
Police and Gaols.			
Superintendent	..	300	
Clerk	..	50	
Gaoler and Sub-Inspector	..	250	
1 Sub-Inspector	..	200	
3 ditto, at 150*l.*	..	450	
1 Sergeant	..	125	
8 European Constables, at 105*l.*	..	840	
2 half-caste Constables, at 75*l.*	..	150	
1 Warder to gaol	..	90	
250 Native Constables	..	750	
			3,205
Provincial.			
Roko Tui Law	..	600	
„ Cakaudron	..	360	
„ Tai Leow	..	340	
„ Bua	..	320	
„ Macuata	..	320	
„ Rewa	..	200	
„ Kadaru	..	200	
„ Nadroga	..	100	
„ Ra	..	100	
„ Ba	..	100	
„ Namosi	..	140	
Native Bules	..	639	
			3,219
			21,682

No. 1.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(*Received January* 10, 1876.)

My Lord, *Nasova, Fiji, October* 30, 1875.

ONE of the most important questions which I have had to consider since my arrival here is the degree and measure in which native laws and customs should

be preserved in force, and how far English law should be at once generally introduced.

2. Under the former Fijian Government, there was a distinct and separate system of native law, which, as regards many matters, was recognized by positive enactment, and in the remainder was regulated by traditional usage. Since annexation, the laws of New South Wales alone have, strictly and technically speaking, been in force, but, practically, the native code has received a tacit, and indeed more than tacit, recognition.

3. One of Sir Hercules Robinson's first acts after the cession was to direct the issue of a circular to the Stipendary Magistrates enjoining on them an entire absence of interference in all native cases except those of certain specified grave crimes cognizable by the Central Court. The preliminary proceedings in these cases were to be conducted by them in conjunction with a native Stipendiary Magistrate. All other cases purely native were to be left to the native Magistrates alone, to be decided by them according to their own law and custom, though under the observation of the European officer.

4. I entirely concur with Sir H. Robinson as to the prudence and justice of the adoption of such a course; but if English law be now generally introduced without qualification, I could hardly repeat his action, for such directions as those to which I have referred would have no legal validity whatever, and the Supreme Court would of course take no notice of any such illegal order.

5. What then is to be done? and which of the three following courses is to be adopted?

Is the whole body of English law to be imposed on all the population of the Colony alike—on the hundred thousand coloured subjects of Her Majesty—equally with the white residents?

Is the English law to be nominally imposed, but with a power vested in the Courts of modifying it in each case according to circumstances?

Or, is there to be a distinct code of laws applicable to natives alone?

6. No sane man could, I think, seriously maintain the first proposition. It could be defended only in the narrow and pedantic spirit which a century ago led to the attempted enforcement of all the peculiarities of the English law upon the people of Bengal. The results of that attempt are well known, and have been painted by a master's hand.

No one now fails to perceive that the experiment was both unsound in principle and dangerous in practice; but at the time there were not wanting men of ability and great legal attainments who deplored its abandonment, and maintained that it was for the advantage of the Hindoo himself that he should, at whatever risk, or at the cost of whatever suffering, be at once brought under the operation of a law which was regarded as well-nigh perfect and of universal applicability. The confusion which must follow the sudden revolution of deep-rooted habits would, it was argued, right itself in at most a few generations; the chance of insurrection, it was said, if foreseen, might be guarded against.

Fortunately for India, these views did not prevail. Greater weight will not, I trust, be allowed to them in Fiji.

7. Not only would the imposition in all respects of English law be inequitable, but it would, I am convinced, be altogether impracticable to enforce obedience to it, and any serious attempt to do so would, I have not the smallest doubt, cause an insurrection, the limits of which it would be difficult to define, and the suppression of which would cost an immense sum of money, and would render necessary the adoption of measures which would probably result in the extinction, at no distant date, of the whole native race.

8. Practically, then, the alternative lies between exclusively European Courts and exclusively English law, modified in its administration by a consideration of native customs in each particular case, or a recognized native code, in addition to the general law, and subsidiary to it.

Of these two methods, I can have no hesitation in preferring the latter. Not to dwell on other considerations, there are three objections to the former project, any one of which, it appears to me, ought to be fatal.

9. In the first place, the exercise of this discretion would of course rest exclusively with the European Judges, and the native Chiefs and Magistrates would be deprived of all share in the administration of justice. This is most undesirable.

They would be rendered idle and consequently discontented; they would be degraded in the eyes of those who have hitherto looked up to them, and by whom it

is most desirable they should still be looked up to, with deference and respect, for so long as the native population outnumbers the European by fifty to one, it is through these Chiefs that the country will be most peaceably, cheaply, and easily governed; and I observe that in those districts where, for one or another cause, the Chiefs have lost their hold on the people, the administration of affairs is attended with a difficulty and confusion unknown elsewhere.

They would, not improbably, plot to recover their lost power, and, from being docile and useful instruments, would become a constant source of trouble and even danger.

This your Lordship has already foreseen, and with much wisdom observed, in your despatch of the 22nd March,* that it will probably be necessary to permit the native chiefs to retain in their hands for some time longer the judicial powers they at present possess.

10. In the next place, although such a discretionary power as that which would in this case be left in the hands of the Court would perhaps suffice for defensive purposes, it would be available for defensive purposes alone, that is to say, although the Court might admit evidence of native customs as excuse for acts in themselves irregular, illegal, or even criminal, it would certainly not do so in support of a prosecution in aggravation of penalties already legally fixed, or as rendering culpable acts which are not forbidden by English law. Consequently, many misdemeanours, which are serious offences according to native usage, and which it is desirable should, at all events for the present, continue to be so regarded, would altogether escape punishment. This fact is, in itself, enough, to my mind, to condemn the scheme.

11. The third objection is the element of entire uncertainty which such a system would introduce in the administration of justice. How far the strict interpretation of the English law should be modified by native custom would, in each case, rest with the Judge himself. Even in the Supreme Court itself a change in the person of the Chief Justice might produce an entire change in the canons by which this discretionary modification was governed, whilst in the inferior courts it is not too much to say that there would be daily instances of totally different decisions of similar cases, according to the temper, knowledge, and prejudices of each stipendiary magistrate.

Now if there is one thing about the unknown and much-dreaded law of the foreigners which the Fijians fear more than another, it is the uncertainty of its operation, of which they have already seen some startling instances; and nothing can be conceived more calculated to increase that uncertainty to the highest point than a system of law to be administered, not as it stands written, or as it would be applied in the case of whites, but with such deviations as in each case the Court, according to its own appreciation of native usages, and the greater or less degree of respect with which it may be disposed to regard them.

12. If it be determined to adopt the third course suggested, it will become a question how far such a native code as is contemplated should exist concurrently with British law, or in exclusion of it, as regards natives, and to what class of cases its operation should extend.

I believe that all criminal offences of any gravity, with, perhaps, a few trifling exceptions, might be at once brought under the operation of English law, whilst what may be called police cases might be left to be dealt with by the native officials, subject to a reference to the European magistrate of the district, if desired by either party to the case.

In civil cases, however, our law would often be wholly inapplicable, and there are many matters of much interest to the natives with which it does not deal at all.

13. I propose to provide for this latter class of cases by the constitution of a species of Council or Board for Native Affairs, consisting of some half-dozen gentlemen best acquainted with the native laws and customs, and that this Council should be empowered to make regulations and bye-laws which, when approved by the Legislative Council and assented to by the Governor, should have the force of law, subject, of course, to your Lordship's disapproval.

The members of this Board should, I think, like the members of the Legislative Council, be unpaid.

14. It may be objected that no bye-laws affecting grave matters already dealt with by statute law could be passed by such a Board; and this, no doubt, is

* No. 8 of C. 1337 of 1875.

perfectly true; but a means would be afforded by it of dealing with innumerable matters, small in themselves but of great moment to the natives, and the regulation of which, under the sanction of penalties, is, in my opinion, not only necessary to the proper working of their village and tribal system, but also essential to the maintenance of the very existence of the native race.

15. Matters of graver moment will have to be dealt with separately by the Legislative Council.

It will, for example, probably be necessary to adopt a Native Marriage Ordinance, and an Ordinance for regulating the devolution of native property, &c.; and many of the provisions of the Article XXXVIII of King Cakobau, passed by the so-called Parliament of Fiji, might, I think, with great advantage, be re-enacted.

16. Of this Act and of the laws of the Lau Tovatu, which, although not legally, are practically still in force in the eastern part of the Group, I inclose copies. I regret that I cannot obtain, to forward to your Lordship, a spare copy of the laws of Tonga.

Under them a population not naturally less indolent than those of Fiji are becoming, not only generally prosperous, but wealthy, and I suppose that hardly any country exists where ease and comfort more generally prevails among all classes. This result has been obtained by a judicious modification of the native laws, some of the most salutary of which—for example, that which compels every man to do a certain amount of agricultural work for his own profit—are hardly in accordance with English legislation.

17. The chiefs to the number of about 100 have lately held a Council at Drieba, a village near Nasova, and have framed various resolutions as to the lines on which they desire a native code to be based. The meeting lasted about a fortnight. The minutes of its proceedings were every evening transmitted to me, and I was much struck by the moderation, good sense, and practical ability evinced by those who took part in its debates.

18. The Chief Interpreter, Mr. Wilkinson, who was engaged upon a translation of these minutes of the resolutions agreed to by this Assembly, has unfortunately been compelled by domestic business to leave Levuka suddenly, and until his return I must defer sending to your Lordship a copy of this very interesting paper, which I should have wished to accompany the present despatch.

I inclose a Minute on the subject of the maintenance of native law by Mr. Thurston, which your Lordship will, I think, read with interest.

I have, &c.

(Signed) ARTHUR GORDON.

P.S.—I have shown this despatch to the members of my Executive Council, who all concur in the views therein expressed.

A. G.

Inclosure 1 in No. 11.

Extract from an Act to Amend the Code of Regulations attached as a Schedule to the Act No. 17, Cakobau Rex.

Department of Native Affairs.

Prescribed Articles.

The following laws shall affect the aboriginal natives only :—

1. The native race shall each individually respect and obey all Magistrates.

2. The Governors of Provinces shall have power to establish within their respective Provinces Courts of Summary Jurisdiction in such localities as necessity shall require, the Bench to consist of at least two Magistrates, one of whom shall, in all cases, if possible, be a white, and such Courts shall be styled the Native District Courts.

3. The tax shall be fixed each year by the King and Parliament, and shall be paid by each individual half-yearly, viz., the first week in January and the first week in July. Notice shall be given three months before by each officer crying it through his own town. The amount each man and woman has to pay, and the day on which it is to be paid, and those who are behind-hand on the appointed day shall be allowed one week grace, and fined 6*d.*; but if the tax and fine be not paid

Taxes when paid and defaulters how punished.

at the end of that week, the defaulter shall be brought before the next District Court, and shall be sentenced to work for the Government for not more than three months. Such defaulters may be let out to anyone willing to hire them for the terms of their sentence, as the Court may direct. As there appears to be some misunderstanding in reference to the Poll-tax Law upon certain individuals, native Assistant Missionaries, teachers, and others, it is hereby declared, that it may be understood, once and for all, that the whole of the inhabitants of the land are assessed, and must pay their tax according to law, and that no individual or number of persons are free therefrom excepting the teachers and students of the Educational Institution of Navuola, who shall be free and exempt therefrom for the space of two years from this time.

Exemptions.

Stealing.

4. Stealing is forbidden. The thief shall be punished by a fine of not more than 20 dollars, with hard labour, for not less than three months or more than one year, and where it is possible restitution shall be made.

Fornication and adultery.

5. Fornication and adultery are forbidden. The punishment for fornication for both male and female is, for the first offence, a fine of 1 dollar, or one month hard labour; for second, 2 dollars, or two months' hard labour; for third, 5 dollars, or three months' hard labour. For adultery the punishment for both male and female is two years' hard labour, and the Magistrates may assess damages to be paid by the man to the adultress's husband of any amount not over 100 dollars, which if he be unable to pay, may be enforced by the man being let out to work till the amount shall have been earned previous to the commencement of his sentence.

Abortion.

6. It is forbidden to procure abortion, and the punishment shall not be less than one year, or more than five years, and the parties who assist or instigate shall be considered equally guilty. Drinking the medicine of barrenness is alike punishable under this clause.

7. Riotous and disorderly conduct, drunkenness, profane or indecent language or behaviour, are forbidden, and may be punished by any District Court, with a fine of not more than 5 dollars, or hard labour for not more than one year, or both; or the offender may be flogged, not more than twenty lashes being administered.

Sexual intercourse obtained through spirits or drugs.

8. If one or more men shall give a woman spirits or drugs to drink, and afterwards have sexual intercourse with her, the male or males shall be fined 25 dollars each, and be imprisoned for one year with hard labour. The Court may also order compensation to the woman or her friends. If the woman be married the penalties of this law shall be added to the law against adultery.

Incorrigible offenders.

9. Any person who may be hardened in crime, and shall have been tried and punished more than three times for any offences, and if again brought up for an offence, shall be sent to Levuka for trial, and may be condemned to labour as a rogue and vagabond for not more than five years.

Native Code.

Evil speaking.

10. In reference to circulating false and slanderous reports, to speak evil of the King and his Government, or of the Governors or of Chiefs and ladies, or of their families, or of the Judges and Magistrates, or of the Secretary or other officer, is unlawful. To cause evil or hatred to arise between two Chiefs, or between two tribes, or between two provinces through falsehood, or for an Ambassador or messenger to alter the purport or meaning of, or to report untruthfully a message wilfully, is unlawful, and the punishment shall be hard labour for not less than three years, and not more than ten years.

Atrocious crimes.

11. Persons who commit violent and atrocious crimes, such as treason, murder, or murderous assault, rape, or arson, shall be at once arrested, and the case investigated by the next Provincial Court, and if true sent to Levuka for trial.

Divorce.

12. A divorce may be granted on the ground of adultery or desertion for five years. A husband or wife desiring to obtain a divorce shall apply first to the Provincial Secretary, and state the reasons for such desire, who shall make a record of the same, and summon both parties to appear before the next Provincial Court, and if the Court there are grounds for granting a divorce, the application shall be published aloud in Court, and a written notice posted up in a public place in the Court town, and the town or towns of both parties for three months, till next Provincial Court, when the case shall be investigated, and if due cause appear, the Court shall report, through the Governor, to the King in Council, who shall decree, if it seem fit, a divorce within three months of such report being made. At any time from the application being made, and until the divorce is actually issued, the

parties becoming reconciled, the proceedings shall cease, and when the case is before the Court the Magistrates shall endeavour to promote reconciliation, if possible, as it is not good that the marriage bond should be broken. If a divorce be granted, the innocent party may marry again. The guilty party may marry again when the term of his or her punishment has expired.

Trespass.

13. If any person or animal shall commit a trespass on the property of another, the owner of the property shall complain to a Magistrate, who, with another Magistrate, shall hear the case, and order that compensation be made for the harm done, and how it is to be paid, and how future trespass is to be prevented, and fines shall be inflicted according to the following scale: for any person trespassing or leaving an old or regularly established road, and crossing through plantations, 1 dollar; for pigs, goats, sheep, and small animals, 1 dollar; for cattle, horses, and large animals, 5 dollars; if the owner be unable, or refuse to pay either the compensation or fine, the Magistrates may order the animals to be sold, or the person to labour for the amount.

Education of children.

14. Parents and guardians shall cause all their children of from 8 to 16 years of age to attend the school of their town for not less than two hours per day for five days per week, and the children shall pay such dues, or render such assistance to the teacher in the place of fees as the Provincial Councils shall determine. The Chief of the town, or a Magistrate of the district, shall visit the school at least once a week, and absentees shall be reported to the officers of the town, who shall bring them before the Magistrate or Chief of the town, and he shall punish them with the rod, but if the parents or guardians are to blame for their children's absence, they shall be fined not more than 1s. for each case. Children away from their town, or engaged to work, shall be excused during such absence.

Chiefs or Magistrates to visit schools.

Punishment and fines.

Native disputes.

15. All cases of dispute between natives respecting goods or property, of any kind, up to the value of 25 dollars, shall be referred to the District Court, and all over that amount to the Provincial Court, who shall decide thereon.

Crimes when tri

16. Crimes under this Act, where the fine is not over 5 dollars, or the term of hard labour not over three months, may be tried at the District Courts, but all over that term or amount, and where not otherwise stated, shall be tried at the Provincial Court.

Disobedience to Magistrate's orde

17. Any person disobedient to any order of a Magistrate under this code shall be imprisoned, with or without hard labour, for not more than twelve months.

Commencement.

18. That this Act comes into force immediately on the passing thereof.

Inclosure 2 in No. 11.

Minute.

MY opinion is asked whether any of their native laws should be continued by the Fijian people, or whether English law, to the exclusion of any such native law, should be established among the native race.

I am of opinion that English law, to the exclusion of all native laws and customs, should not be so established, and, as it appears to me, I base my opinion upon grounds both of justice and expediency.

2. It is a maxim of law that no one can excuse himself by pleading ignorance of the law, and in a country enjoying the long accumulating advantages of centuries of civilization the maxim may be acted upon without inflicting any general hardship upon the community. In short, the safety of civilized society demands that strict regard be paid to the maxim.

3. If, however, British law in its entirety, and to the exclusion of all native laws and customs, is to be established *uno flatu* among the Fijian people, whose only rules of conduct as yet are no more than *leges barbarorum*, the whole foundation of their social system, or, at least the greater portion of it, will be broken up, their rude sympathies and susceptibilities will be wounded, they will be puzzled and alarmed by restrictions, obligations, and penalties of which they have never heard, they will become dissatisfied at finding themselves responsible for breaches of civil laws which they cannot possibly know of or understand, and equally dissatisfied that British law can afford them no remedy in many cases wherein they feel themselves to be deeply wronged.

4. I think it is admitted by students of the law that one special danger to

which all societies may be liable in their infancy is the too rapid development of the law. If this is so in societies possessing great inherent progressive power, it is likely to be still more inconvenient when laws framed for and in a highly intellectual state of civilized society are imposed upon a people barely emerging from barbarism. The natives of Fiji are now in a state of slow transition. Christian duties, recently learned and as yet reaching very little below the moral surface of the people, are mingled and confused with time-honoured feudal rights and semi-heathen usages, and in my opinion any abrupt change would be fraught with greater evils than could accompany the most rapid development.

5. The Fijian should not be made to enter into full membership of a society until he can understand the obligations under which that state of society will lay him. He requires time, as our own race has done, to develop his intellectual powers and acquire an elementary knowledge of civilized law, and hence it is unfair to force him mechanically as it were into a higher status before the law than he can in reason be expected or made to occupy.

6. For capital offences the natives should be amenable to British law, to the exclusion of any plea of "usage or custom," and also in cases of contracts and obligations made or entered into between themselves and Europeans; but for the vindication of any breach of their own common law should in my opinion be left to themselves. I would leave them as far as possible, and so far as they are not repugnant to natural law, to their own customs and usages, as being best suited to the present state and requirements of the race. And I am further of opinion that these customs and usages might without any great difficulty be gathered together in the form of a native code, and be legalized in the ordinary manner, to the great benefit of the natives and the Colony at large.

7. Among the unwritten laws of the Fijians there are some the maintenance of which is essential to the welfare of the people, such as the laws of succession, consanguinity, and marriage, and others touching adultery, abduction, and fornication, also those connected with the "lala" or service tenure, as explained by Mr. Wilkinson in his paper upon that subject. I may add the law or custom as to the adoption of children, and laws as to fishing turtle, the law by which any woman's dower lands revert upon her death to the tribe from which she sprang, and do not as in Tonga pass to the husband or the children. The retention and improvement of these laws are more calculated to promote the physical and moral well-being of the people than their repeal or extinguishment in favour of laws they are morally unable to understand, and which will most likely be opposed to their traditions, customs, and predilections. In a short time new wants will suggest and teach new practices, and with the gradual progress of the race British law can be gradually made to supplant native customs.

8. I have in a former Memorandum (the ownership of native lands) shown, without entering at length into the fact, that the foundation of power and authority among the Fijians rests in the highest living male ascendant of the tribe, or in other words in the head of the family. The administration of their laws, the almost entire absence of individual rights, and the connection of their proprietary rights and personal relations (which may from the justification or otherwise of some particular Act) are in many points analogous to the ancient village communities of India.

The kinship of the Fijians is strictly agnatic, and not cognatic.

9. Their laws of succession and marriage are based upon this ancient system, and their ideas as to social rights and wrongs, proprieties and improprieties, are probably the causes of the system itself. By this system the patriarchal chief, head, or father of the family or tribe was and even now in many parts of Fiji is answerable for the delicts of his sons. An offence committed by an individual of his tribe against a member of another tribe was as a rule resented upon, or condoned by the whole family of the offender. Frequently a whole family was decimated or destroyed for one man's offence, for it is a rule of this archaic law not to recognize individuals. The Chief of the tribe is also charged in a great degree with a liability to provide for all the members of his family, who, in fact, form one common brotherhood. Out of this liability or duty has, I conceive, arisen the right and power of "lala."

10. The rule of succession is also based upon the principles of Agnatic law, when a Fijian dies the brother of the deceased and not the *son* succeeds. The brother, as next in order to the common root, becomes the head and ruler of the family, administers the common property, and assumes the family rights and respon-

sibilities. Should this brother die the next, if there be one, succeeds, and so on until there are no more. The succession then reverts to eldest son of the eldest deceased brother, to whom the sons of all the other brothers are subordinate; while a chief inherits or is chosen from among his kinsfolk in this order of succession, he *may* be passed over because of mental or bodily defect, or notoriously foolish conduct, &c.

11, This order of succession is perhaps a bad one, but it has existed from time immemorial, and any forced departure from it would break up the present family arrangements. The worst feature about it is that it may lead to the deaths of younger brothers and nephews. In the two great Mahommedan families, where "the uncle succeeds to the throne in preference to the nephew, even though the nephew be son of the elder brother," younger brothers generally come to an untimely end. Among the old Celtic clans a law something like this prevailed, for the uncle was preferred to the grandson as a ruler.

12. In addition, however, to the agnatic rights governing the order of succession among early communities of men there can be no doubt, that semi-civilized men in semi-civilized society are more likely to prefer being governed by a man than by a child.

13. To upset any of the ancient rights arising out of this system in the present day would in my opinion be highly inexpedient. With the improvement of the existing tribal organization these old ideas and customs will die out and be superseded by English ones; but even now the Fijian order of succession is not likely to cause the crimes suggested above, and apart from it the custom is no more objectionable than the custom of gavel kind or borough English which still forms part of our English law.

14. One immediate and necessary consequence of this Agnatic law is to link together (as before noticed) the personal relations and proprietary rights of the people. If these personal relations are extinguished, which they would be at once by the repeal of native laws, the difficulty and expense of ruling the people will be greatly increased, and there will be some miscarriage of justice, for an English Statute can no more by mere publication check or vary the customs and usages sanctioned and confirmed by centuries of practice than it can check the trade-winds or alter the climate.

15. I have said that in some cases the Fijian may feel himself deeply wronged, and yet find no remedy at English law. Adultery, abduction, and fornication are cases in point, and if no remedy is found for these wrongs, it must be expected, and it will happen, that individuals will seek it in their own rude way, and then English law will be invoked to punish murder.

It may be said that there is a remedy at law for the first-named offence; that the Courts are open to Fijians as well as Europeans; that they may bring their action and recover damages. I do not think it is worth while to discuss the value which men in a rude state of society are likely to place upon such an unsatisfactory satisfaction for an injury of this nature, even if the manner of proceeding did not place it beyond their reach.

16. With regard to the second offence, abduction, it must be remembered that by their peculiar system every Fiji woman is of right the wife of some particular Fiji man; also, that every woman is by law "tabu'd," or forbidden to some particular man or men. The children of brothers, *i.e.*, brothers by the same father and mother, never intermarry; they are held to be of the same stock, of the one family and blood; the right to property or the fact of property as between "veitanoa" being held in common must not be overlooked. If the introduction of British law creates "the individual" who is hardly known to Fijian law, that which is now a lawful custom will become felony. These children when of opposite sexes hardly ever speak to one another. The words uncle and nephew are unknown; the former are all "fathers," and the latter are all "sons."

The children of *brothers and sisters* may intermarry; they are "veiwatini," that is people who may lawfully cohabit together. There is no word in the language signifying wife.

Now, if a women is seduced, enticed away, or carried off by a man of a family, other than that to which she by positive right belongs, not only is her father and all his family outraged and insulted, but so also is the man and all the family into which she should have intermarried. The offence must be instantly condoned according to tribal usage, or a conflict between the two families may break out at any moment.

A woman may be seduced by a man belonging to her intended husband's

family, and this wrong also creates a great disturbance, sometimes as great as the first-mentioned one.

The punishment for these offences might very well be left to the heads of families, who, by native law, have jurisdiction in such cases. Their decision would be far more satisfactory than that of any English lawyer, and after submission to the Roko and European Magistrate, might perhaps be made a matter of record in the Provincial Court.

I have only touched upon one or two points in this Memorandum, for my object has been only to show that the foundation of social order among the Fijians is so *different* to that of the least civilized of our own race, that comparison is possible, and that the application of the one set of laws to the two races is equally impossible. I would ask which is the better, that the laws, customs, usages, and rights of a whole people should be abrogated before others that they appreciate and understand are enacted in their stead, or that things should go on as they are until their minds are improved and enlarged by steady and imperceptible changes, until their semi-barbarous customs can be amended, improved, and finally merged into English law, without doing any violence to the native character or causing inconvenience to the Colony?

To my mind there is only one reply, and that is, impose English law to the limit of the native understanding, and beyond that legalize what may be called the native common law, in so far as it is not repugnant to natural law and sound public policy. If native law is not maintained in a great degree, then family ties, duties, and obligation will be broken up. The hereditary elders and rulers of the people will disappear; the common people, freed from their obligations of service and respect to their Chiefs, will break out of bounds; the Chiefs will lose their station, power, and usefulness; there will be a general disorganization of the whole people; and there will be a complete failure of that "justice and generosity" and of these promises to which, at the date of cession, such frequent and strong expressions were given by Her Majesty's Representative.

(Signed) J. B. THURSTON, *Auditor-General.*

No. 12.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received January 10, 1876.)

My Lord, *Nasova, Fiji, November* 2, 1875.

I HAVE the honour to acknowledge the receipt of your Lordship's despatch of the 18th August last,* inclosing a copy of the contract between the Pacific Mail Steam-ship Company and the Governments of New South Wales and New Zealand.

2. Unfortunately the same mail which brought this despatch brought also the intelligence that the contract, so far as Fiji was concerned, was about to be set aside.

3. I can hardly convey to your Lordship an adequate idea of the vital importance to the Colony of this question. Upon its solution its prosperity or failure must for some years altogether depend. And I would venture strongly to urge upon your Lordship the expediency of sanctioning an immediate outlay on the part of this Colony, if it be not an extravagant amount, if by so doing adherence to the conditions of the contract can be still enforced.

4. New South Wales seems disposed to insist on its observance, or enter into a similar contract on its own account, provided the expense of erecting the necessary lighthouses in Fiji is borne by this Government.

The sum required for this purpose is estimated at 2,500*l.* But if the contract in question be now broken, it will be impossible for this Colony to obtain any mail service, however inferior, without paying an annual subsidy considerably larger than the above sum, the expenditure of which, it is presumed, would secure the calling here of the mail-steamers, without other cost to the Colony.

5. Without a mail service it will be impossible for Fiji to progress. Yet a mail service of its own Fiji is too poor to afford.

There is, however, little use in my addressing your Lordship on this subject,

* Not printed.

as long before this despatch reaches your Lordship the matter must have been irrevocably settled.

I have, &c.
(Signed) ARTHUR GORDON.

No. 13.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received January 10, 1876.)

My Lord, *Government House, Nasova, Fiji, November 2, 1875.*

WITH reference to my previous despatches,* it affords me much pleasure to be able to inform your Lordship that I have received very satisfactory reports from the Sigatoka district.

2. No official Report has reached me from Mr. Carew, but I have received from him a private letter, of which I inclose a copy, and from which there appears to me every hope that no outbreak such as that which has been apprehended will in fact take place.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure in No. 13.

Your Excellency, *Vuda, October 27, 1875.*

I HAVE but just received your note of the 22nd instant, the steamer with Olive having anchored an hour ago at a point two miles from here. I have had a hasty interview with Olive, and have just returned in great haste to write this.

I consider that no apprehensions whatever exist of any danger of an outbreak. I am firmly convinced that at this moment of writing the people of the interior are more peaceably inclined than they have been at any time during the past six months.

I believe I have been most successful in smoothing over difficulties, and am now here with a view of making arrangements for a preliminary meeting of natives from the interior. Our messengers have not yet returned, and I cannot see how we can get the meeting off for another five weeks; in the meantime the natives will be most fully employed in discussing matters relating thereto.

I have held a meeting of the Chiefs who are said to have caused the obstruction of the passage of the Sigatoka. They are heathen; they believed it (the boat) to contain a war party, and were resolved to defend themselves. They are called the Mui Coma. I talked with slight intermissions for nine hours to them, and they were evidently very much pleased indeed. I explained your Excellency's policy, my duties, and their extent. Everything appeared to give them great satisfaction, and I am convinced there is no danger of an attack being made by them.

I had the men, Meader and Fox, present also. I found it necessary to read and explain most fully the "Peace and Good Order Ordinance" to these men, who had previously laid a charge against the above-mentioned tribe of stealing an acre of potatoes and 30 bushels of corn. I examined thoroughly the matter, and I estimate the loss or damage at 11*s.* in all, even if this had been stolen by the natives, of which I am not at all sure, I attribute it to the children of the town, close to Meader's house, who are Christians.

All the Chiefs and most intelligent natives attach no political significance to these troubles. I have been most candid and open with the natives, and await the result.

Your Excellency's policy seems to give the greatest satisfaction to the natives.

The Buli Nadi, and a friend of his who knows all about the interior, told me yesterday that they believe the people of the interior will be pleased at a Government camp being placed amongst them.

I stayed several hours at Bucknall's on my way down. He told me most distinctly that he did not fear an attack from the natives. I put the question twice in a most pointed manner. The natives from the interior are compelled to come right past the back of his house. They are generally civil and obliging he gives me to understand.

* Nos. 5 and 9.

I have no time to answer the official letter; but will do so the moment I return to Cuvu, my head-quarters.

I am rather afraid the arrival of Olive, with the police, will prevent the meeting. It may not, however, as the excuse exists that they are assisting to build a town, and as these may come the rest may follow.

I wrote notes to your Excellency's Secretary, Mr. Gordon, and to Mr. Olive, by the first opportunity after my arrival, explaining the reason for delaying Report.

I consider that I have been most successful in allaying anxiety on the part of the interior; the difficulty now is not in getting them to meet your Excellency, but how to get them out without their clashing one with another; but I trust to be able to manage matters successfully.

Page, and others who will not leave the natives alone, are solely animated by the desire to bring matters to a crisis; if no other cause existed they are, as a body (the whites), so much displeased at your Excellency's native policy that they are most anxious to precipitate matters.

I have no time to write more; but trusting your Excellency will excuse the carelessness and hurried style of this,

I am, &c.
(Signed) WALTER H. CAREW,

His Excellency the Hon. Sir A. H. Gordon, K.C.M.G.,
Governor of Fiji.

No. 14.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, January* 21, 1876.

I HAVE the honour to acknowledge the receipt of your despatches* with reference to the apprehensions which were entertained of a disturbance of the peace between the natives and the settlers in the Island of Viti Levu.

2. I am glad to learn from your latest despatch on the subject that the reports from the Sigatoka district were of a more reassuring character, and I earnestly trust that the fears which have arisen in consequence of the attitude assumed by a certain number of planters towards the natives may have proved groundless.

3. Should it, however, become your duty to take any decided action in regard to those who are seeking occasion to disturb the peace in their own interests, you need hardly to be told that you may be assured of my disposition to give you all possible support.

4. Meanwhile I look forward with interest to receiving an account of your intended meeting with the chiefs of the interior, feeling confident that the best guarantee for a mutual understanding between yourself and them lies in the course which you propose to adopt.

I have, &c.
(Signed) CARNARVON.

No. 15.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, January* 27, 1876.

I HAVE received your despatch of the 2nd November† last, on the subject of the mail service viâ San Francisco.

2. With reference to your observation that the Colony of New South Wales is disposed to insist upon the observance of the terms of the contract, a copy of which was inclosed in my despatch of the 18th August,‡ or to enter into a similar one on its own account, provided the erection of lighthouses could be undertaken by the Government of Fiji, my despatch of the 19th October‡ will have

* Nos. 5, 9, and 13.

† No. 12.

‡ Not printed.

informed you that I did not consider that the financial condition of Fiji would warrant the expenditure necessary for this service.

3. I have since had occasion to inform Sir Hercules Robinson that the consideration of the question of lights must be delayed until the site of the capital of Fiji should be decided upon; and, in any case, you are aware that it would be impossible for me to sanction any large outlay for this purpose out of the funds of the Colony, though I should be prepared to concur in any reasonable expenditure which would insure the calling of the mail-steamers at Fiji.

I have, &c.
(Signed) CARNARVON.

No. 16.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, February* 10, 1876.

I HAVE the honour to acknowledge the receipt of your despatch of the 20th of September last,* reporting the circumstances in which you had performed the ceremony of drinking a bowl of yagona at Bau.

I have also received your subsequent despatches of the 1st of October,† the former inclosing a copy of your speech to the assembled chiefs, the latter containing an account of your subsequent visit to Viti Levu.

I have read these despatches with much interest.

I have, &c.
(Signed) CARNARVON.

No. 17.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, February* 10, 1876.

I HAVE the honour to acknowledge the receipt of your despatch of the 30th of October, 1875,‡ in which you raise the question how far English law should be at once generally introduced into the Colony of Fiji.

2. I approve of your conclusions that, to impose the whole body of English law upon the entire population, or even to impose it nominally, with power to the Courts to modify its application according to the circumstances of each case, would be inexpedient; and, indeed, the former of these alternatives is so far removed from those principles which I think ought to govern the case that I do not consider it necessary further to discuss it.

3. I also agree with you as to the necessity for a code of laws applicable to natives alone; but in expressing my assent to this, I must add that the subject seems to require some further consideration and explanation.

4. It is necessary to inquire what branches of English law, and also English procedure, are to be introduced, and to what extent, and also what branches of native law and native procedure are to be retained, and whether with any, and what, modifications. The general principles to be observed are, that in the department of criminal law the provisions of English law should, in all graver cases, be adopted as far as possible in dealing with the natives. At the same time it will doubtless be found that differences of race and custom will necessitate certain divergencies, and that especially among the minor offences and police cases a considerable modification may be looked for. This, I infer, is the view which you also take.

5. With respect to civil law, the rule would be somewhat different. The natives are, under present circumstances, entitled to have preserved to them their customs and usages, so far as they are not contrary to natural equity and right, or inconsistent with the preservation of health, good order, and the public safety. Your endeavour should, therefore, be to continue the native laws in these respects, so far

* No. 3. † Nos. 7 and 8. ‡ No. 11.

as you can with safety do so, leaving to future legislation the task of reforming the law as the natives advance in civilization.

6. So also with regard to rules of procedure and evidence. In criminal cases t may very likely be desirable to approach closer to English rules than in civil matters, where a greater leaning towards habits long established and cherished by the natives would be permissible.

7. I request that, in each of these respects, you will describe and illustrate, more fully than you have hitherto done, the class of cases which, in your opinion, might be brought under a recognized and legalized system of administration applicable to natives, showing, under the principal heads of criminal law, civil law, procedure, and evidence, the chief portions of English law which you would wish to introduce, with their effect upon native law and custom.

8. I do not feel assured that I entirely understand the functions of the Board for Native Affairs which you propose; I infer, however, that you intend that it should be invested with power to declare authoritatively, as well as to amend and repeal all native laws and customs, subject to approval by the Legislative Council and yourself. I am inclined to think that it might be beneficial to pass an Ordinance giving to such a Board the powers you indicate, inasmuch as it would be a convenient instrument for sifting the native laws, abolishing such as are barbarous or objectionable, and preserving the more appropriate. I should, however, be glad to hear from you in greater detail with respect to its composition, functions, and powers.

I have, &c.
(Signed) CARNARVON.

No. 18.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, February* 10, 1876.

I HAVE had under my consideration your despatch of the 30th of October,* forwarding the Schedule of the Establishment to which you have found it necessary to give a provisional sanction.

2. Without recapitulating in detail the arrangements to which you have for the time given your consent, I would observe that, assuming the omissions in the original Schedule prepared in this Department to correspond exactly with those pointed out in your despatch, and allowing for the Surveyor-General's salary, which has been since authorized by my despatch, the saving in your scale amounts to 241*l.* in the seven headings, Nos. 1 to 5, 8 and 9, of the original Schedule.

3. Under the two remaining headings, Judicial and Police, the original scale amounts, as you observe, to 5,188*l.*, allowing for the salary of the Attorney-General's Clerk, since provided for, your own amounts to a sum of 9,453*l.*, leaving an excess in your estimate of 4,265*l.* But my despatch of the 1st of November† will have informed you that an extra 500*l.* per annum has also been allowed for a period not exceeding three years to Mr. de Ricci in consequence of his renunciation of private practice, which increment is 250*l.* more than your present Schedule anticipates. With an increase of 259*l.* to your Estimate in this item, and with a further increase of 500*l.* to the Estimate prepared in this office, the former amounts to 9,703*l.*, and the original Schedule to 5,688*l.*

4. It appears, therefore, that in the nine headings of the total establishment the increase in your present Schedule over the scale authorised by me amounts to no less a sum than 3,774*l.*

Although I was not prepared to consider so large an increase in the Establishment at the time of your leaving this country, I see no alternative but to sanction provisionally these arrangements which you have submitted after careful consideration, and which I am sure you believe to be as economical as possible; but I have every confidence that you will keep always before you the fact that the Establishment as now sanctioned is costly beyond the means and revenue of the Colony, notwithstanding that many individuals are poorly paid, and that you will consider whether every officer's time is really fully employed in necessary work, and especially

* No. 10. † Not printed.

whether, as in too many Colonies, there is not an excess of correspondence between the Departments.

I have, &c.
(Signed) CARNARVON.

No. 19.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received February 14, 1876.)

My Lord, *Nasova, Fiji, September 12, 1875.*

IN continuation of my despatch of 21st August last,* I have the honour to inclose the Report of the Assistant Medical Officer, Dr. Cruickshank, upon the suitability of Levuka as a site for a capital.

2. Dr. Cruickshank, as an old resident in Levuka, naturally speaks less strongly in its disfavour than Drs. Macgregor and Mayo, but his conclusions are substantially the same as theirs.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure in No. 19.

Sir, *Levuka, August 20, 1875.*

IN answer to your letter requesting me to furnish his Excellency with an official report as to the suitability or fitness of Levuka, from a sanitary point of view, for the site of a large town, I have the honour to reply that in the event of Levuka becoming a large town, and being confined, as at present, on the coast-line, of necessity the town must extend up the slopes of the hills.

With regard to such extension, I do not see any objection from a sanitary point of view; the formation of the land and the rapid fall in the level of the two streams are, in my opinion, great natural advantages for the supply of water to a large town such as Levuka would become; and although at present the supply and the quality of the water are by no means what they ought to be, still I think that, by the formation of reservoirs and filtering tanks high up in both valleys, water could easily be obtained in sufficient quantity and of good quality for the supply of a moderately large town.

It would also be necessary to construct drains or culverts down the small ravines which branch off from the main streams on each side, and also a culvert or drain along the foot of the slopes of sufficient capacity to carry off the storm-water which comes down in such quantity during a continuance of wet weather.

At present the drains for the above purpose are very insufficient to carry all the water to the sea, and, in consequence, at such times many parts of the flat land are submerged, the water only disappearing by evaporation when the rain has ceased.

My remarks above have referred to the probable extension of the town of Levuka on the hill sides and on the high land; and, in my opinion, the objections to the extension of the town in that direction are of small moment, and could be easily overcome.

It is to be supposed, however, that before such extension could take place, the greater part of the flat land would be built over, where, indeed, now by far the greater number of the inhabitants live. The health of the population has, in my opinion, been hitherto good, and would compare favourably with most other English settlements situated so far in the tropics; in the event, however, of the town becoming a large one, and the flat land becoming more densely populated, I should expect a much greater rate of mortality than exists at present for the following reasons:—

The land from the foot of the hills to the sea has in all places a very gradual slope; in fact, it is almost a level, and in many places the land immediately behind the beach is only a few inches above high-water mark; further back in some places it falls again, so as to be on a level or perhaps below the high-water mark. This is particularly the case with the land in the vicinity of the Roman Catholic Mission-House and up the right bank of the Levuka creek; it is also so in the land on which the village of Vagadace is now built.

* No. 30 of C. 1404 of 1876.

Most of the land behind the beach frontage is now, during the greater part of the year, one continuous swamp. This is no doubt caused in a great measure by the existence of taro-beds; some in cultivation, others in disuse, but nearly all covered with stagnant water, the land being thus placed in the most favourable condition to evolve material poison, and to contaminate any springs, wells, or other water supplies in the neighbourhood.

It is in this low level of the land on which the present town of Levuka chiefly stands that I see the great objection to Levuka becoming a large and healthy town; the land is certainly too low to allow of efficient drainage, which is, in my opinion, the only remedy.

To allow of efficient drainage, the level would require to be raised so much, that it may be questionable whether it were possible; it would at any rate be a work of great expense and of long duration.

It would also be necessary in the event of Levuka becoming a large town that the streets leading from the beach should be very much widened, so as to allow a free access of air to all parts of the town; this would be the more necessary, as in all probability the houses and warehouses on the beach would be raised in height, thereby cutting off the sea-breeze to a greater extent than at present.

As a whole, the present site of Levuka has the advantage of being fully exposed to the prevailing winds during most of the year; but the site is disadvantageous, inasmuch as from the abrupt rise and high elevations of the hills behind, the winds above mentioned are not felt so strongly as they otherwise would be; and from the same cause the temperature of Levuka is as, I believe, higher considerably than in most other places in the Group.

I regret that I am not able to forward any statistics as to the temperature, rainfall, &c., throughout the year, but meteorological observations have, I believe, been taken at Nasova for some time back, and might be available.

I have, &c.

(Signed) JOHN CRUICKSHANK,
Assistant Medical and Health Officer.

The Acting Colonial Secretary.

No. 20.

Governor the Hon. A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received February 14, 1876.)

My Lord, *Nasova, Fiji, November* 16, 1875.

IN continuation of previous despatches,* I have the honour to inclose copies of reports which I have received from Mr. Carew.

Your Lordship will, I think, agree with me in considering that Mr. Carew displays a thorough knowledge of the work which he has been entrusted to perform, and ability and judgment in its execution.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure 1 in No. 20.

Sir *Vuda Ba Province, October* 29, 1875.

I HAVE the honour to acknowledge the receipt of your despatch dated the 22nd October, 1875, referring to the alarming reports of the state of affairs existing in the neighbourhood of the Sigatoka River, and inclosing a copy of a letter received by his Excellency from J. E. Mason, Esq., and an extract from the "Fiji Argus" of that date.

1. in the absence of my journal, which is at my head-quarters at Cuva, Nadroga, I can only forward a general report of my proceedings since leaving Levuka.

I arrived in due course at Serua, where I found the Buli Ratu na Deuba expecting his people to come in to receive a report from him of affairs transacted in Levuka during his stay there, I, therefore, awaited their arrival, and delivered

* Nos. 5, 9, and 13.

an address, which gave great satisfaction to the assembly. I then proceeded to Korolevu, and being compelled to stay several hours at the residence of Mr. Bucknell, by the state of the tide, I had every opportunity of discovering the real state of his mind with reference to the natives of the interior in his neighbourhood. It appeared clear to me that Mr. Bucknell's family were subjected to annoyance from the natives, who, in their frequent visits to Korolevu,—which is one of their sea-coast villages, and immediately adjoining Bucknell's house,—are compelled to pass through his plantation and at the back of his house. Their object in staying about Mr. Bucknell's house, as confessed to me by that gentleman, is the gratification of the natural curiosity of savages,—for example, I was told by one of the family that the pump alone was an object of never-ending wonder to the people.

I asked Mr. Bucknell twice, in the most pointed manner, if he apprehended danger from these people; he, on both occasions, assured me that he did not fear any attack. He is a hard-working man, and a very old colonist in New South Wales; he finds their visits annoying and obstructive; but, on the other hand, he appears to be totally devoid of those attributes considered absolutely essential in dealing with a warlike and uncivilized people.

The Buli of this district has, I believe, considerable influence and authority over the people, and although he would not be able to prevent an assault being committed out of his sight, and on the impulse of the moment, under excitement, yet I believe he is quite capable of restraining his people from the commission of any grave offence; moreover, I hear from the natives on all sides that these people are well-disposed.

3. I then made the best of my way along the coast towards Cuva, the residence of Roko Tui Nadroga, and landing at the plantation of Messrs. Clark and McDonald; in the vicinity, met an American citizen, named Meader, who has a small plantation on the coast, two miles east of the mouth of the Sigatoka,—a man named Fox lives with him.

Meader at once complained to me of the behaviour of a heathen tribe in his vicinity, called the "Noi Conua,"—these people after professing Christianity for some years finally returned to heathenism during the outbreak of measles. Meader stated that they were in the constant habit of robbing his plantation, and had stolen 700 fowls; also, during that very week, had dug up, and taken away in one night, an acre of sweet potatoes and thirty bushels of maize. During the conversation, Meader stated that Fox had fired at the natives during the past week. I then proceeded to the village of Cuvu, and consulted with the Roko Tui and other intelligent natives, and from this, and other conversations held with several of the white settlers, I arrived at the opinion that Meader and Fox were, in a very great measure, to blame for their troubles,—being both of them hasty in temper, and given to the use of threatening and abusive language. The opinion is general amongst the natives, and I quite concur in it, that these reputed robberies should not be regarded in the light of a political demonstration, but would merely be the result of the natural thievish propensities of the natives, which are always allowed, during the existence of heathenism, to run unchecked, unless the party robbed is under the special protection or "tabu" of the Chief. I am also quite convinced that the robberies complained of by Meader and Fox are vastly exaggerated, if, indeed, they exist at all.

I then sent messengers to the portion of the "Conua" tribe living on the coast under "Vaka-yavu-nuka," nominally the Buli of the whole district, directing him to procure a meeting, as soon as practicable, between me and these troublesome tribes.

After a delay of several days we met at "Vunavutu," the residence of the Buli "Cokoibusa," on the Sigatoka River, and two miles from its mouth. I then explained most clearly the intention of his Excellency with regard to the natives, both of the sea coast and the interior, also my duties, and the extent of my powers and jurisdiction.

The conversation lasted for many hours, and I received assistance from Emose Loca, the Magistrate, and the Roko Tui also explained the action of the Chiefs at Levuka, in installing the Governor after native custom, and the full extent of the meaning thereof.

I told the meeting that there was one thing above all things they must understand, once for all, in the clearest and most unmistakeable manner, that all must recognize the ruling of Great Britain, and obey it; that murder, dragging off women, and robbery were forbidden, and must be punished, not as offences against

the individual, but as a matter of public policy, and that they would readily understand that one person, or one tribe, could not be allowed to endanger the peace of the whole country.

I then told them that in case they should say hereafter that I had deceived them, I intended to take a number of officers into the interior, and there establish a government village, that it would not be a whiteman's affair, nor a Bauman's camp, nor a camp of sea-coast people, but that I should ask all the tribes to give me some young men to be trained as officers with the others, and their duty would not be to protect evil, but not to carry oppression to any section of the community, and told them that I was the declared enemy of oppression in all its forms; also that I would allow no "lala" to be practised by those under my orders, but that all food, &c., required would be fairly and honestly paid for; that they might please themselves with reference to religion, but that any person annoying them on the score of their refusal to become Christians would be punished; and, finally, that I would not ask the tribes of the interior to pay any taxes.

I then entered into the matter of the alleged robberies at Meader and Fox's place, who were both present at my request; they denied all knowledge of this, but ascribed the theft to the children of a Christian village on the coast immediately adjoining Meader's place, and called "Korotoga;" they stated that these white men constantly annoyed them with threats and abuse for a long time past, and one of them had quite recently told them that war was declared against them, and they would be carried off, and this had caused the greatest alarm and consternation in their minds, and that of their friends in the interior; that upon the arrival of the steamer "Pride of Viti" in the river they had all believed it to contain a war party, and had assembled at a village called "Tavuni," above the river, for the purpose of preventing the ascent of the vessel and party.

I then interpreted the "Peace and Good Order Ordinance" to them, and read it to Meader and Fox, explaining most clearly that hasty and angry tempers alone, if considered dangerous to the peace of a district and the safety of its inhabitants, might be considered sufficient cause for the deportation of persons out of their district, in terms of the Ordinance; that they must upon no account whatever use firearms except for absolute and immediate protection of life, but that all persons killing another, even in self-preservation, stood in deadly peril in the eyes of the law, and that onus of proof rested with those using the weapons.

Also that the very next time they fired arms at a native, even if merely for the purpose of frightening him (this in answer to a question by Fox), I should at once report them, and also recommend that the Ordinance be carried out without delay.

The meeting lasted from 3 P.M. until 1 A.M. on the following morning, and the natives expressed themselves as being much pleased and reassured; and I have no doubt whatever in my mind but that the best results may be expected from it. A Christian native had informed me that a girl between whom and himself a mutual attachment existed, was betrothed to a heathen Chief then present, and that the girl's friends approved of their attachment. On my applying to these men, they abandoned at once their claim to the girl in the most cheerful and gratifying manner possible. I then decided that the property paid at the former betrothal be repaid to those giving up the girl, and that the marriage be delayed until my directions were complied with. This gave great pleasure to all parties.

The girl is now living in the house of the Buli, and I regard this in the light of a victory over their prejudices and ill-will.

The meeting then separated, the Chiefs first asking me to get Meader and Fox to shake hands and be friends with them, and I finally adjured them to prevent their young men from stealing, and other evil practices.

3. I then crossed the Sigatoka, and walked to Meader and Fox's plantation, and under their guidance examined the state of the plantation; and, assuming that thefts had been committed, of which no other evidence appears to exist than the unsupported statements of Meader and Fox, I cannot value the property said to have been stolen at more than 11*s.*; and, moreover, if stealing does exist, I attribute it to the children of the Christian village "Korotoga," in the immediate neighbourhood.

The Buli "Vaka-yavu-nuku" being present, I again counselled all parties to be on their guard as to their future behaviour. A further shaking of hands then took place, and after removing four men, placed as guards by Meader's request, to Roko Tui Nadroga before my arrival, and whose presence I considered calculated to cause harm, I returned to Cuvu.

4. After a short delay, I proceeded to Nadi, and from thence to this place, Vuda, where I arrived on the 27th instant, and had an interview with Bulis Vuda and Sabeto, and learned that "Matas," sent inland some time since at my request, had not yet returned to report.

This I attribute to the difficulties arising in the interior from their mutual jealousies and fears of treachery from one another. The arrival of the Superintendent of Police with a party of men on the afternoon of the same day appearing to me to complicate matters very seriously, I requested the opinion of the Bulis Vuda and Sabeto, and other leading natives; and as it coincided exactly with my own, that it would have the effect of alarming the natives, and cause suspicion of our intentions, and thus prevent the arrival of the Chiefs at Nadi to hold a preliminary meeting with me on the subject of his Excellency's proposed meeting; and it being also quite certain that exaggerated reports of their numbers and intentions would be spread far and wide throughout the interior, and would cause most serious and irremediable mischief, I at once despatched two trusty "Matas" to the tribes about the heads of the Sigatoka to report candidly the reasons for the arrival of the police and the intentions of the Government, and endeavouring to reassure them in every possible manner. I now await the result, and the arrival of the messengers previously despatched.

5. A report reached the coast some few weeks ago that the "Qali-mari" tribe had burnt the town called Korosamito, where the murderers at Vatubau on the Ba River had taken refuge, and had killed the instigator of the murders, fearing their presence in the vicinity would bring trouble on them. This report requires confirmation.

6. Having received intimation of the expected immediate arrival of his Excellency the Governor, I purpose remaining here to await his Excellency's arrival. Some difficulty has arisen in the matter of settling the Sabeto people on their lands. I find it quite impossible to allow them to rebuild on their old site, as it is within the boundaries contained in Mr. Cudlip's deeds, and for other reasons. Mr. Olive has, however, in conjunction with the Buli, discovered a site, which, from his report, I consider admirable in every way. I propose going out on Monday next to lay out the site for the buildings.

7. In conclusion, I have the honour to state my opinion that there are no grounds whatever for fearing an outbreak, the reports taken to Levuka by parties interested in creating a disturbance, partly from desire to obtain possession of much coveted lands on the Sigatoka River, and partly from the widespread desire of the settlers to see condign punishment dealt out to the natives who, being freeholders themselves, have neither occasion nor the desire to work for the planters for lengthy periods of time, are purposely exaggerated with the almost avowed intention to compel the Government to send an expedition into the interior for the capture of the inhabitants and the confiscation of their lands.

I have, &c.

(Signed) WALTER S. CAREW,
Commissioner for Central Navitilevu.

The Hon. A. E. Havelock,
Colonial Secretary.

Inclosure 2 in No. 20.

Sir, *Cuvu, Nadroga, November* 4, 1875.

I HAVE the honour to forward the following information to supplement my despatch of the 30th ultimo, which, owing to the non-occurrence of opportunity of forwarding, I have been compelled to detain, to await the arrival of the "Pride of Viti" steamer.

The above vessel arrived at Vuda yesterday, and having made most satisfactory arrangements for the disposition of the Sabeto people forwarded by her, we resolved to embark the police and proceed at once to this place, where we arrived at about mid-day.

I return to Nadi to-morrow to meet some Chiefs from the forks of the Sigatoka River about Beimana, the rivers forming the forks are called respectively the Wairoro and the Waitabucake; these Chiefs and their districts I am personally acquainted with.

I was fortunate enough to meet Roko Tui Ba at Vuda, he having arrived

en route to Nadi to investigate some charges against native teachers of interfering with the planters' Fijian labourers.

I believe these charges to be groundless, and founded entirely on misapprehension, and owing to the planters' general ignorance of the native language, and their modes of thought and expression.

I am quite convinced that no grounds exist for apprehending any further disturbances on the Sigatoka River, at any rate for some considerable period.

On my arrival here to-day, I met Cokoibusa, the Buli Nadroga, a very superior man apparently in all general respects. He informs me that our meeting held at his village, Vunavutu, on the Sigatoka, and reported on in my letter of 30th October last, is likely to bear most excellent fruit; the Chief of Tavuni, who is the leading Chief of the tribes who have been causing so much uneasiness and expense, and who declined to accompany the Chiefs of Vatuvoka and Korokune (see map) because "he was ashamed" to meet Cokoibusa in the latter's own village, owing to his (the Chief of Tavuni) having occasionally threatened to club the latter, immediately on the return of the other Chiefs from our meeting, was so much pleased at their report of our proceedings, that he at once declared himself averse to committing any harm, but would go at once and report the good news to his friends and relatives at Beimana and the vicinity.

I consider the presence here of the armed police quite unnecessary, and it, moreover is, I conceive likely to interfere very materially with the ultimate success of my endeavours to procure a meeting between his Excellency and the tribes, and I beg to suggest that they may be recalled without delay, unless other reasons, unknown to me, exist for retaining them in this part of the Colony.

Immediately on my return from Nadi, I propose going up the coast as far as Namosi Province, calling in at the Sigatoka River, and all leading villages on my way, when I shall forward a further report of proceedings in my district.

A number of people, war refugees, and called the "Kaine," who have, until very recently, been living in the district of Nadi, having, without permission of any properly qualified official, taken upon themselves to build a village upon land belonging to the Vatura people now at Koro, I have ordered them to join Buli Sabeto in his village, and this they state they are most willing to do.

I have the honour to suggest that the Valura and Kaine people taken away as prisoners of war by Cakobau's late Government, and now working for the planters at Koro and elsewhere, be returned to Vuda, with instructions to Roko Tui Ba that they be ordered to build in the village of Buli Sabeto, and called "Koroiaca."

All the above-mentioned people are sub-divisions of the Sabeto tribe, and their general name is the "Kai Sabeto."

I have now, finally, the honour to suggest for your consideration the non-advisability of returning any Magodro people, until I have had an opportunity of making inquiries into their conduct, past and present; the men belonging to that tribe, and now refugees in the interior, are the people who committed the murders at Vatubau on the Ba River three months back, and I have the strongest reasons for believing that, in their apprehension of punishment being meted out to them for this and other deeds of violence, they are actively engaged in endeavouring to prevent the success of my efforts to secure peace to this section of the Colony.

I have, &c.

(Signed) WALTER S. CAREW,
Magistrate and Commissioner, C. V. L.

The Hon. A. E. Havelock,
Colonial Secretary.

No. 21.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(*Received February* 14, 1876.)

My Lord, *Nasova, Fiji, December* 4, 1875.

I HAVE the honour to inclose, for your Lordship's information, the estimates of revenue and expenditure for the four months ending on the 31st December.

The estimates framed by Sir H. Robinson only sanctioned expenditure up to the 10th of October, so that fresh estimates would in any case have been necessary

for the period between that day and the end of the year; and, as considerable changes were contemplated, it was, on the whole, thought best to omit the estimates from the list of measures in the Past Laws Continuation Ordinance, and to include in fresh ones the whole period subsequent to the proclamation of the charter.

The estimates of revenue call for but few remarks. They are based on the assumption that existing sources of receipt will remain undisturbed until the end of the present year; nor do I propose to suggest any of the changes in the incidence or character of taxation, which appear to me to be expedient, until the estimates for 1876 are brought before the Council.

It is not anticipated that more than 5,440*l.* will be collected during these four months.

Previously to submitting these estimates to the Board, I had, however, received intimation that the sum of 40,000*l.*, voted by the Imperial Parliament in aid of Fiji, had been paid to the Crown Agents on account of the Colony.

The estimates of expenditure require somewhat more lengthened comment.

The estimated expenditure on account of establishments amounts to 7,053*l.* 14*s.*

I need hardly assure your Lordship that I have used my utmost endeavours to limit the number of those in official employment, and I wish that I could feel as well assured that adequate provision has been made for the discharge of public duties as I am that unnecessary employments have not been created.

The services, exclusive of establishments, for which votes are asked consist, as usual, of two classes—those which are of a permanent character, and those which are called for by special and passing exigences.

The former amounts to about 7,000*l.*, and the latter class to about 18,500*l.*

Taking, first, those expenses which may be looked on as permanent, and a vote for the renewal of which will be annually asked for, it is unnecessary to dwell on such items as those of the pensions to the Vuni Valu and to Adi Kinla, or those for the administration of justice, the purchase of stationery, the food and clothing of police and prisoners, necessary repairs to buildings and boats, or the incidental expenses of the various departmental offices. They have all been estimated with the most careful economy, and almost only the only large sum asked for which requires notice, among those which may be expected to become an annual charge, is that for military expenditure. This amounts to 999*l.* 13*s.* 8*d.*, or at the rate of 3,275*l.* 16*s.* a-year, and has been asked for in accordance with your Lordship's instructions.

It may be remarked that a charge of 176*l.* 13*s.* 4*d.*, or an annual charge of at least 530*l.*, is incurred in consequence of the establishment of a public hospital. On the other hand, it is hoped that the fees paid by the public for the use of the hospital will in a measure meet the expenditure incurred in its maintenance.

The amount paid as rent for public offices also merits some observation. It is so large, that a single year's rent (720*l.*) would probably be sufficient to cover the expense of erecting buildings superior to the miserable edifices which now do duty as public offices; and, if Levuka remains the seat of Government, it will probably be desirable at once to commence their construction.

Turning now to the expenditure of a more special character, that on account of the reduction of debt first claims attention.

Sums of 5,000*l.* and 5,500*l.* are asked for to pay off liabilities incurred since the Session to the Fiji Bank and to the Bank of New South Wales, on which interest, and in some cases heavy interest, is being paid.

The sum of 1,082*l.* 4*s.* 6*d.* advanced by the Government of New South Wales does not bear interest, but it is only right that undue advantage should not be taken of the liberality of that Colony, and that repayment of this amount should be effected as soon as possible.

A vote of 748*l.* is asked for on account of new works. Of this 288*l.* is for the erection of the new public offices at Nasova, 400*l.* for the barracks for the Royal Engineers, and 60*l.* for the construction of the engineer workshop and offices.

The amount estimated as required for repairs is 250*l.* This, besides actual repairs, includes alterations and additions to the Court-house, considered to be essential by the Chief Justice, as well as the addition to the hospital of a laboratory and dispensary, and the flooring of a part of the verandah at Nasova. The addition to the building at Nasova, rendered necessary in order to provide for the accommodation of my family, has been effected at my own cost and without expense to the Colony.

It has been thought necessary to purchase boats for the Stipendiary Magistrates, and a sum of 150*l.* has been placed on the estimates for that purpose.

The cost of the wages and passage money for return immigrants, which will have, in the first instance at all events, to be borne by the Colonial Government, is estimated at 1,000*l.* This sum is, of course, a charge upon the estates of those on whose behalf it has been paid: but I fear, as regards a large portion of it, I can hold out no sanguine hopes of its ever being replaced.

Under the head of "General Transport" the expenses attendant on the removal from Goro to Saleeto of the people of the latter town, long detained as prisoners of war at Goro, are included, as are also those of the Commission for the settlement of the Province of Macuata. I have in separate despatches reported to your Lordship with respect to both these transactions.

Under the head "Miscellaneous" will be found one large item (6,000*l.*) for the purchase of a steamer. Your Lordship may perhaps remember that before leaving England I was strongly of opinion that it would be preferable to enter into arrangements for subsidizing a commercial steamer, and not to resort to the very costly proceeding of purchasing and owning a Colonial vessel, and I was instructed in this sense by your Lordship. Nevertheless, although desirous of obtaining the services of a chartered vessel, and most unwilling to incur the cost of such a purchase, or the risk of loss which must always attend the possession of such property, I was at length compelled, though reluctantly, to admit that the terms on which only a chartered vessel could be obtained were such as to render purchase, as recommended by Sir H. Robinson, to be on the whole the best arrangement for the Colony.

I have in another despatch reported fully to your Lordship on this subject.

A sum of 200*l.* and 100*l.* respectively was expended for the maintenance of the Chiefs assembled at the Council of Draiba, and the presents made to them on the occasion of the Proclamation of the new Government, and I have now to ask your Lordship's approval of that expenditure.

The sum may be thought large, but the occasion for the expenditure will not recur, and it was felt by my Executive Council as well as by myself that it was of the utmost importance that the numerous body of Chiefs assembled should have no reason to complain of any niggardliness on the part of the Government, and that it would be in the highest degree injudicious to afford ground on which the ill-disposed persons might sow the seeds of discontent in the native mind.

Your Lordship will at once perceive from the statements that the financial position of the Colony is not one of a satisfactory nature. The revenue has fallen very far short of Sir H. Robinson's estimate; whilst, on the other hand, the expenditure has much exceeded what was anticipated; and notwithstanding my strong desire to devote the proceeds of the loan from the Imperial Government exclusively to the payment of debt and the construction of public works, I have been compelled to apply a portion of it to meet the claims of ordinary expenditure.

The fact that the estimate of receipts has not been realized is no doubt in part due to the terrible visitation from which the Colony has suffered; but it is to be remarked that the chief deficiency is not in native taxes, but to Customs duties, a result which may be attributed to a somewhat too sanguine anticipation of the effect of the Customs Tariff substituted by the Provisional Government for that previously in force.

I have for a considerable time been engaged in a very careful inquiry into the mode of raising revenue most applicable to such a country as Fiji, and I shall now very shortly be in a position to report to your Lordship the results of that inquiry, and the methods which, with your Lordship's sanction, I propose to adopt in order to secure an adequate revenue for the year 1876.

I need hardly add that it is the object of my constant care to keep the expenditure of the Colony within the narrowest possible limits.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure in No. 21.

Estimated Revenue for the Four Months ending 31st December, 1875.

Branch of Service.	Amount.
	£
Customs Duties	3,000
Pilotage and Light Dues	140
Shipping Licenses	60
Wine and Spirit Licenses	75
Auctioneers' Licenses	10
Licenses to Labour Vessels	23
Native Taxes	1,000
Foreign Labour Taxes	33
Fees, Fines, and Forfeitures	200
Postage Stamps	100
Miscellaneous Revenue	800
	5,441

N.B.—The sum of 40,000*l.* advanced to the Government of the Colony as a loan without interest, by a vote of the Imperial Parliament, has been placed to the credit of the account of the Colony with the Crown Agents, and is available to meet the expenditure of the period ending December 31, 1875.

Abstract of the Sums required to defray the Expenses of the Colonial Government of Fiji for the period commencing 1st September, 1875, and ending 31st December, 1875.

Establishments.	Fixed Establishments.	Temporary and Provisional.	For Four Months ending December 1875.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
The Governor	3,620 0 0	..	1,206 13 4	
Colonial Secretary's Office	..	1,100 0 0	366 13 4	
Receiver-General's Office	..	1,300 0 0	433 6 8	
Audit Office	..	700 0 0	233 6 8	
Survey Office	..	350 0 0	116 13 4	
Post Office	..	250 0 0	83 6 8	
Commissioner of Lands, &c.	..	940 0 0	313 6 8	
Medical	650 0 0	200 0 0	283 6 8	
Judicial	1,500 0 0	4,448 0 0	1,936 10 9	
Police and Gaols	..	3,205 0 0	1,029 8 10	
Provincial	..	3,219 0 0	1,051 1 1	
	5,770 0 0	15,712 0 0	7,053 14 0	7,053 14 0
Exclusive of Establishments.				
Pensions	..	588 6 8		
Judicial	..	55 0 0		
Colonial Secretary's Office	..	690 0 0		
Hospitals	..	201 13 4		
Asylums	..	50 0 0		
Works	..	1,363 0 0		
Stores, &c.	..	1,100 0 0		
Police and Gaols	..	862 0 0		
Gaols	..	77 10 0		
Postal	..	50 0 0		
Treasury	..	5 0 0		
Custom and Harbour Offices	..	288 0 0		
Military	..	999 13 8		
Provincial	..	197 4 1		
General Transport	..	185 0 0		
Immigration	..	1,160 0 0		
Miscellaneous (including repayment of advances, interest, &c., to the amount of 11,632*l.* 4*s.* 6*d.*)	..	17,712 4 6	25,584 12 3	25,584 12 3
Total estimate of Expenditure	..	..	..	32,638 6 3

Colonial Estimates.—Fiji.

Expenditure.

Establishments Detailed.	Fixed Establishments. £ s. d.	Provisional and Temporary. £ s. d.	Total. £ s. d.	For Period ending Dec. 31, 1875. £ s. d.
Civil.—Salaries.				
His Excellency the Governor	5,000 0 0			
Private Secretary	300 0 0			
Aide-de-camp	170 0 0			
Private Interpreter	150 0 0			
	5,620 0 0			
Less 2,000*l.* returned by his Excellency	2,000 0 0			
	3,620 0 0	..	3,620 0 0	1,206 13 4
Colonial Secretary's Office.				
Colonial Secretary and Receiver-General	..	500 0 0	..	166 13 4
First Clerk and Clerk of Council	..	250 0 0	..	83 6 8
Second Clerk	..	200 0 0	..	66 13 4
Third Clerk	..	150 0 0	..	50 0 0
			1,100 0 0	
Receiver-General's Office.				
Clerk of the Treasury	..	200 0 0	..	66 13 4
First Clerk of Customs and Shipping-master	..	250 0 0	..	83 6 8
Second Clerk and Bondkeeper	..	150 0 0	..	50 0 0
Third Clerk	..	150 0 0	..	50 0 0
2 Boarding Officers, at 150*l.* each	..	300 0 0	..	100 0 0
Harbour-master	..	200 0 0	..	66 13 4
Light-keeper	..	50 0 0	..	16 13 4
			1,300 0 0	
Audit Office.				
Auditor-General	..	500 0 0	..	166 13 4
Clerk	..	200 0 0	..	66 13 4
			700 0 0	
Survey Office.				
Surveyor-General	..	350 0 0	..	116 13 4
			350 0 0	
Post Office.				
Colonial Postmaster		250 0 0	..	83 6 8
			250 0 0	
Commissioner of Lands and Agent-General of Immigration.				
Commissioner, &c.	..	500 0 0	..	166 13 4
First Clerk	..	240 0 0	..	80 0 0
Second Clerk	..	200 0 0	..	66 13 4
			940 0 0	
Medical.				
Chief Medical Officer	350 0 0	..	..	116 13 4
Government Medical Officer for Eastern Islands	300 0 0	50 0 0	..	116 13 4
Assistant Medical Officer	..	150 0 0	..	50 0 0
	650 0 0	200 0 0	850 0 0	
Judicial.				
Chief Justice	1,000 0 0	..	..	333 6 8
Attorney-General	500 0 0	250 0 0	..	250 0 0
Police Magistrate and Registrar-General	..	{ 350 0 0 { 150 0 0	.. ..	116 13 4 50 0 0
Chief Native Magistrate	..	120 0 0	..	40 0 0
Registrar Supreme Court	..	240 0 0	..	80 0 0
Interpreter, ditto	..	200 0 0	..	66 13 4
Clerk to Attorney-General	..	150 0 0	..	50 0 0
Clerk to Police Court	..	150 0 0	..	50 0 0
Interpreter, ditto	..	150 0 0	..	50 0 0
Bailiff, &c.	..	100 0 0	..	33 6 8
4 Stipendiary Magistrates, at 300*l.*	..	1,200 0 0	..	362 18 0
4 ditto, at 250*l.*	..	1,000 0 0	..	324 6 1
Commissioner for the Interior	..	100 0 0	..	33 6 8
18 Native Magistrates	..	288 0 0	..	96 0 0
			5,948 0 0	

Establishments Detailed.	Fixed Establishment.	Provisional and Temporary.	Total.	For Period ending Dec. 31, 1875.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Police and Gaols.				
Superintendent	..	300 0 0	..	100 0 0
Clerk	..	50 0 0	..	16 13 4
Gaoler and Sub-Inspector	..	250 0 0	..	83 6 8
1 Sub-Inspector	..	200 0 0	..	51 2 2
3 Sub-Inspectors, at 150*l.*	..	450 0 0	..	126 13 4
1 Sergeant	..	125 0 0	..	41 13 4
8 European Constables, at 105*l.* . ..	..	840 0 0	..	280 0 0
2 half-caste Constables, at 75*l.* . ..	..	150 0 0	..	50 0 0
1 Warder to Gaol	..	90 0 0	..	30 0 0
250 Native Constables	..	750 0 0	..	250 0 0
			3,205 0 0	
Provincial.				
Roko Tui Lau	..	600 0 0	..	200 0 0
„ Cakaudrovie	..	360 0 0	..	120 0 0
„ Tai Levu	..	340 0 0	..	113 6 8
„ Bua	..	220 0 0	..	73 6 8
„ Macuata	..	220 0 0	..	55 0 0
„ Rewa	..	200 0 0	..	66 13 4
„ Kadavu	..	200 0 0	..	66 13 4
„ Nadroga	..	100 0 0	..	29 14 5
„ Ra	..	100 0 0	..	33 6 8
„ Ba	..	100 0 0	..	33 6 8
„ Namosi	..	140 0 0	..	46 13 4
111 Native Bulis	..	639 0 0	..	213 0 0
			3,219 0 0	
			21,482 0 0	7,053 14 0

Expenditure (exclusive of Establishments).

Services.	For Period ending December 31.		For Twelve Months.
	£ s. d.	£ s. d.	£ s. d.
Pensions.			
Cakobau	500 0 0	..	1,500 0 0
Adi Arieta Kuila	33 6 8	..	100 0 0
Discharged soldiers (recovered from the War Office, and credited "Miscellaneous Revenue")	55 0 0		
		588 6 8	
Judicial.			
Jury fees and witnesses expenses in Crown cases . ..	40 0 0	..	120 0 0
Coroner's fees	10 0 0	..	30 0 0
Incidentals	5 0 0	..	15 0 0
		55 0 0	
Colonial Secretary's Office.			
Stationery for all Departments	80 0 0	..	240 0 0
Printing and advertising	300 0 0		
Maintenance of Chiefs at Draiba	200 0 0		
Presents to Chiefs at Bau	100 0 0		
Incidentals	10 0 0	..	30 0 0
		690 0 0	
Hospitals.			
Medical attendance (two months)	16 13 4	..	100 0 0
Dispenser (from November 1) Nurse and Dresser . ..	60 0 0		
Interpreter	25 0 0	..	75 0 0
Provisions	80 0 0		
Bedding and other necessaries	20 0 0		
		201 13 4	
Asylums.			
Maintenance of lunatics	50 0 0	..	150 0 0
		50 0 0	
Works.			
Rent of Public Offices	230 0 0	..	690 0 0
Rent of Dispensary	10 0 0		
Inclosing and keeping in order Cemetery	25 0 0	..	75 0 0
New buildings, viz.,: machine shed, 60*l.*; Public Offices, 288*l.*; Engineers' Barracks, 400*l.*	748 0 0		

Services.	For Period ending December 31.						For Twelve Months.		
	£	s.	d.	£	s.	d.	£	s.	d.
Repairs to buildings	250	0	0	..			750	0	0
Material for lighting, and repairs to streets and bridges in Levuka	100	0	0	..			300	0	0
				1,363	0	0			
Stores, &c.									
Office furniture, 200*l.*; iron rails, water-pipes, &c., 750*l.*; sundry stores, 100*l.*	1,050	0	0						
Stores for steamer	50	0	0						
				1,100	0	0			
Police and Gaols.									
Rations for 250 native Constables, including clothing and allowances	700	0	0						
Travelling expenses, Police and Prisoners	150	0	0						
Ditto, Superintendent	12	0	0	..			36	0	0
				862	0	0			
Gaols.									
Rations for prisoners, including clothing and allowances ..	60	0	0	..			180	0	0
Medical attendance at prison	12	10	0	..			50	0	0
Incidentals	5	0	0	..			15	0	0
				77	10	0			
Treasury.									
Incidentals	5	0	0	..			15	0	0
				5	0	0			
Postal.									
Freight on mails	40	0	0	..			120	0	0
Incidentals	10	0	0	..			30	0	0
				50	0	0			
Customs and Harbour Offices.									
2 boats' crews	6	0	0	..			18	0	0
Rations for same	12	0	0	..			36	0	0
Incidentals	5	0	0	..			15	0	0
Extra Boarding Officer	15	0	0	..			45	0	0
Repairs to boats	100	0	0	..			300	0	0
Purchase of boats	150	0	0						
				288	0	0			
Military.									
Working pay	630	5	0	..			2,342	14	0
Colonial pay and arrears	369	8	8	..			933	2	0
				999	13	8			
Provincial.									
Travelling expenses and allowances for 8 stipendiary Magistrates, at 74*l.*	185	4	1	..			592	0	0
Travelling expenses of the Commissioner of Lands ..	12	0	0	..			36	0	0
				197	4	1			
General Transport.									
Inspection tour of Stipendiary Magistrate of Lau	50	0	0						
Travelling expenses connected with district of Macuata ..	50	0	0						
Removal of natives from Koro	60	0	0						
Incidentals	25	0	0						
				185	0	0			
Immigration.									
Expenses connected with depôt	160	0	0	..			480	0	0
Ditto, returning foreign labourers	1,000	0	0						
				1,160	0	0			
Miscellaneous.									
Payment to Fiji Bank on account of overdraft	5,000	0	0						
Remittance on account of amount advanced by Bank of New South Wales	5,500	0	0						
Ditto, Government of New South Wales	1,082	4	6						
Steamer, cost of purchase	6,000	0	0						
Maintenance of steamer	80	0	0						
Interest on account bank overdraft (Fiji Bank)	50	0	0						
				17,712	4	6			
				25,584	12	3			
Total Establishments	7,053	14	0						
Total exclusive of Establishments	25,584	12	3						
Total estimate of Expenditure	32,638	6	3						

No. 22.

Governor the Hon. Sir A. Gordon, G.C.M.G., to the Earl of Carnarvon.—(Received February 14, 1876.)

My Lord, *Nasova, Fiji, December 13, 1875.*

I HAVE the honour to inclose a copy of a correspondence which has taken place between Mr. Lodder, the Manager of the Auckland Steam Packet Company, and myself.

2. Mr. Lodder made two proposals: first, that the Colony should subsidize the steamer "Llewellyn" for a mail service between New Zealand and Fiji; second, that pending the decision on the tenders to be sent in for the performance of the inter-insular service, it should be temporarily carried on in one of their vessels for a period of four months, at a cost of 300*l.* per mensem.

3. With this latter offer I have, with the concurrence of my Executive Council, thought it expedient to close, and I have to ask your Lordship's approval of the expenditure thus about to be incurred. The early commencement of this service is of the most vital importance to the whole of the white settlers in Fiji, and I regret that it should have already been so long, though unavoidably, delayed.

4. Should the mail-steamers between San Francisco and Sydney not call at Kadavu, as originally intended, it may become necessary to subsidize a steamer for mail communication, and, in this case, Auckland will probably be the best point with which to communicate, although, before any determination on this subject was arrived at, it would be necessary carefully to consider the arguments, which are not without much weight, in favour of preferring a connection with Sydney or Brisbane.

Under other circumstances than those of the omission of Fiji from the ports of call of the Pacific line, such a subsidy would be manifestly unnecessary; I have, therefore, in replying to Mr. Lodder, confined myself to informing him that his proposal would be transmitted for your Lordship's consideration.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure 1 in No. 22.

Sir, *Levuka, November 17, 1875.*

WITH reference to the interview of Mr. J. C. Smith and myself with your Excellency this morning:—

1st. *Re* Insular Steam Service around the Fijian group, and also with regard to a subsidy for the "Llewellyn;" I have the honour to inform your Excellency that Mr. J. C. Smith and myself have carefully gone into the details of the distances and time required to perform the service, as stated in schedules A and B herewith.

Schedule A, which has a steaming distance of about 277 miles, and allowing sufficient time for detention (viz., shipping and discharging cargo, &c.), will take about ten days to perform.

2nd. Schedule B, which has a steaming distance of a little over 400 miles, allowing sufficient time at each port for loading and discharging cargo, will require say fifteen days to perform. This would make a twenty-five days' service to complete the total distances, as contained in Schedules A and B, leaving five days at Levuka, which might be used to keep the vessel in good repair. I am therefore prepared to undertake to run this service with the steam-ship "Star of the South," for a period of four or six months, for the sum of 350*l.* per month.

3rd. I would most respectfully beg to submit another proposition, that the detention at some of the places should be curtailed, as also the lay days, to make it a twenty-two days' service, so as to connect with the "Llewellyn," thus making a complete service of the Group in twenty-two days, which I would recommend, as it would form a continuous line of connection between New Zealand and the various islands.

This service I am prepared to undertake with the "Star of the South" for the sum of 300*l.* per trip, as per schedules A and B.

4th. With reference to the subsidy for the "Llewellyn," I beg to inform your Excellency that my Directors have expended nearly 20,000*l.* to endeavour to develop

the trade of these islands, and I would most respectfully beg that your Excellency would favourably consider the advisability of supplementing the subsidy given by the New Zealand Government, by 100*l.* per month.

I am, &c.

(Signed) WILLIAM LODDER, *Marine Engineer, Manager of the Auckland Steam-Packet Company.*

His Excellency Sir Arthur Gordon, K.C.M.G.,
Governor of Fiji.

SCHEDULE (A).

	Miles.
Levuka to Viti Levu Bay	43
Viti Levu Bay to Raki Raki	10
Raki Raki to Vutia Point	22
Vutia Point to Tauran	19
Vunda to Nadroga	40
Nadroga to Navua	47
Navuna to Suva	23
Navuna to Rewa	30
Rewa to Levuka	43

SCHEDULE (B).

	Miles.
Levuka to Bua	53
Bua to Taviuna viâ Savu Savu	94
Vuna Point to Mate	23
Mate to Loma Loma	70
Loma Loma to Koro	116
Koro to Mokogai	30
Mokogai to Levuka	16

Inclosure 2 in No. 22.

Sir, *Colonial Secretary's Office, Levuka, November,* 1875.

I AM directed by his Excellency the Governor to acknowledge the receipt of your letter to him of the 17th instant, and to inform you in reply that, with regard to the proposal made by you on the part of the Auckland Steam-packet Company, Limited, to enter into an agreement to perform the inter-insular service of the Colony with your steamer "Star of the South," pending the conclusion of permanent arrangements for the complete carrying out of the service desired, the Government is prepared, with some slight modifications and additions, to accept the terms of your offer.

2. His Excellency is of opinion that your proposal to run the complete service, as detailed in Schedules A and B, attached to your letter under acknowledgment, in twenty-two days, besides being evidently best suited to the interests of your Company, is perhaps better calculated to meet the views and requirements of the Government than the slower service of twenty-five days, I am therefore directed to inform you that the Government is prepared to accept your offer to perform the twenty-two days' service once in each calendar month, in accordance with the routes indicated in the Schedules above mentioned, and that it will undertake to pay the Company for this service a subsidy of 300*l.* a-month, the time to commence from the departure of the "Star of the South" from Levuka on her first trip.

3. The Government would offer no objection to your proposition to make a complete trip every twenty-two days, so as to connect with your steamer "Llewellyn" on each occasion of her projected arrivals at Levuka from Auckland, thus forming a continued line of communication between New Zealand and the various islands of this Group; but as I have before intimated, any increase on that account of the susidy of 300*l.* per month cannot be favourably entertained.

4. The Government would prefer to enter into the above agreement for a period of four rather than six months, subject, however, to an option of renewal of two months, and would be willing to give notice of such renewal at least one month before the expiration of the first four months.

5. In consideration of the subsidy above-mentioned, the Government would expect the Company to carry Her Majesty's mails, Government officers travelling

on duty, and police and prisoners, free of charge, save such as may accrue for maintenance while on board.

6. The Company will be expected to enter into a bond for the due performance of its engagements.

7. With regard to your application for a subsidy in aid of the service which your Company has undertaken to perform between New Zealand and this Colony with the steamer "Llewellyn," I am desired by his Excellency to state that he is not empowered to authorize expenditure of such a nature without special sanction from the Secretary of State for the Colonies.

His Excellency will have much pleasure in forwarding a copy of your application to Lord Carnarvon for his Lordship's consideration.

8. In conclusion, his Excellency desires me to express his high appreciation of the spirit of enterprise evinced by the Company represented by you, and his best desires for its prosperity and success.

I have, &c.

(Signed) A. E. HAVELOCK, *Colonial Secretary.*

Wm. Lodder, Esq.,
Manager, Auckland Steam-Packet Company, Levuka.

Inclosure 3 in No. 22.

Memorandum.

MY letter dated 20th November, 1875, was handed by me to Mr. Lodder, the Manager of the Auckland Steam-Packet Company, a few hours before he started for New Zealand.

He informed me, after reading the letter over in my presence, that he was certain that the modifications and additions made to his original proposal would meet with no objection from his Directors, but that it was beyond his power to accede to them formally.

He finally engaged that the "Star of the South" should be in Fiji ready to begin the inter-insular service about the 7th December, 1875.

(Signed) A. E. HAVELOCK, *Colonial Secretary.*

December 2, 1875.

Inclosure 4 in No. 22.

Sir, *Queen Street Wharf, Auckland, December* 3, 1875.

I HAVE the honour to acknowledge the receipt of your letter dated the 20th November, having reference to an inter-insular steam service, to be performed by the "Star of the South" around the Fijian Group.

2. I am instructed by my Directors to inform you that they agree to accept the contract for the above-named service, in terms of your letter, for a period of four or six months, subject, however, to your Government giving the necessary notice if the term should be for a longer period than four months.

3. With regard to the bond given by this Company, I have the honour to inform you that Mr. J. C. Smith will be empowered by this Company to enter into and sign the necessary bond for carrying out the service.

4. The "Star of the South" will leave here about Tuesday next, the 7th instant, and will at once commence the inter-insular service.

I have, &c.

(Signed) WILLIAM LODDER, *Manager and Engineer, Auckland Steam-Packet Company.*

The Hon. the Colonial Secretary,
Levuka.

No. 23.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received February 14, 1876.)

My Lord, *Nasova, Fiji, December 13, 1875.*

I HAVE the honour to report that I have at last, but too late to make use of them by this mail, received the statistics with regard to the measles, which I have been so long expecting.

2. I am unable as yet to make an abstract of them, but, so far as I can see, the deaths will not amount to less than 40,000

I have, &c.
(Signed) ARTHUR GORDON.

No. 24.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, February 28, 1876.*

I HAVE received with satisfaction your despatch of the 16th November,* inclosing copies of the reports which you had received from Mr. Carew of the state of affairs in Viti Levu.

I request that you will convey to Mr. Carew my appreciation of the ability with which he has conducted the mission which he was selected to undertake. .

I have, &c.
(Signed) CARNARVON.

No. 25.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received March 6, 1876.)

My Lord, *Nasova, Fiji, December 27, 1875.*

IN my despatch of the 30th October last,† I inclosed a Memorandum, by Mr. J. B. Thurston, on the subject of the continuance in force of Native Laws. I now inclose two other Minutes on the same subject, the one written by Mr. W. C. Carew, my Commissioner to the Kai Colos, and the other by the Rev. F. Langham, the head of the Wesleyan Mission.

2. Both these gentlemen have a profound knowledge of the people and country, and are men of an ability which entitles their opinions to the most respectful consideration.

3. I should have forwarded these papers sooner had I not intended to have Mr. Thurston's paper printed, and those now transmitted printed with it. But the pressure upon the very inefficient printing establishment here has been too great to admit either of these papers, or many others of far more urgent importance being printed, nor do I see any present prospect of being able to use the press for this purpose. I can hardly say how much delay, vexation, and inconvenience have been caused by the impossibility of getting into type documents the publication of which has been imperatively required.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure 1 in No. 25.

Minute by Mr. Carew.

Question.—WHETHER a separate system of native laws should be adopte , or whether English law in its integrity should be applied to the Colony?

I am most decidedly of the opinion that a code of native laws should be adopted as soon as practicable.

* No. 20. † No. 11.

English law is quite inapplicable to the exigencies of the native community, except in, to a certain extent, capital offences.

The natives have a perfect dread of English law—they know nothing of it. What right have we to tear down the whole system of native polity, which they all understand, without being able to substitute anything comprehensible in its place.

A white man guilty of adultery with another's wife is sued for money-damages as compensation for the loss of his wife's services, &c. What does a native know about this? He knows only that he has been grievously insulted, and has become an object of scorn and derision to his whole tribe. If the offence was committed by a man of another tribe, then his whole tribe has been insulted. They demand summary punishment of the offender. It is not with them a civil offence—it is highly criminal. The aggrieved party considers himself "moku;" he cannot hold his head up amongst his people unless the offender has received punishment.

The natives insist on punishment for adultery. If unpunished, what is sure to result? The answer is, murder, war, and rapine—ruin to all. Natives say, let the guilty man suffer; why should we all suffer for the misdeeds of that wretch?

A native's wife is his cook, his gardener, his horse and cart, his water-carrier, his fish-provider, and the bearer of children to him to take his name down to posterity. A native without at least one child is an object of pity to his tribe. If his wife leave him to go with another, he is totally undone; he regards himself as a pig; his house is uncared for, his food uncooked, his gardens overgrown with weeds; he has to rely on the assistance of his friends; the elders of his and the neighbouring tribes will cease to visit his house or to consult with him; he is a miserable creature; he is "guca," going down hill.

With reference to the necessity of punishment of fornication, it should be understood that every native woman has an owner; they are called from birth "veiwatini" or "veidavolani;" if another seduces her, the owner of the woman has been robbed. The natives apply the term "butakoca" (to steal) to fornication and adultery. He does not say so-and-so has seduced my wife or my daughter, but says my wife, &c., has been stolen from me.

Before the introduction of white men's laws, breaches of chastity were most rare. What is the case now, say at Bau, where religion has had a footing for more than thirty years? There chastity is almost unknown among the single young women, girls of high family prostituting themselves on their arrival in Levuka with common natives, half-castes, and petty shopkeepers; the parents say, if a girl steps on a white man's verandah, she is undone, yet are powerless at present to prevent it, although sometimes driven almost to desperation when thinking over the certain results to the future population of the country.

Also, since the annexation of the Colony to Great Britain, the people have been ostensibly governed according to the principles of British law alone, but have they really been so governed, except perhaps in the Law Courts of Levuka? They have not been governed according to the principles of British law alone; it has been found impossible—quite impossible. In every Court outside of Levuka people have continually been punished for breaches of the natives' laws. Break down the natives' laws, and what have you got to substitute?

Last year, a man committed a murder under circumstances of great brutality. His Chief said, "Let us not send him to Court at Naitasini to be tried in the white men's incomprehensible fashion, and then allowed to escape punishment; let us kill him at once," and they did so. This district has been Christian for several years; the Chief was a Government servant, receiving Government pay. This Chief came to an English gentleman a week after ordering the death of the criminal spoken of above, and confessed the whole affair. Fortunately, it did not come to the ears of a rash and indiscreet magistrate; the matter there ended. There has been no crime since in that large district.

What is the meaning of law—what the intention? Because, if the intention is the prevention of crime, then the native laws are most effectual. Crime, as such, is most rare amongst the natives of the interior. Why? Because the punishment is summary—inflicted at once—no going long distances with prisoners to Magistrate's Courts—no dragging off of unwilling witnesses, unwilling through natural aversion to British law, which they do not understand, and administered by aliens to them in race, colour, sympathies, &c.; no neglecting of food-plantations in the meantime; no long and wearisome adjournments to Supreme Courts, detentions for months, and sea-journeys, until at last the whole affair is more than half forgotten, and the offender gets off with a light penalty, and laughs in his sleeve.

The natives say if punishment is to be inflicted, let it be quick and summary.

With British subjects, all are by a legal fiction held to have a thorough knowledge of the laws, expect a native to do this. Will they continue to consider you a sane man and fit for magisterial duties? It would be cruelly absurd and unjust to do so. What Magistrate could have the audacity to tell a native that he must not plead ignorance of the law, &c.

No fixed law of inheritance should be made, and in this I believe I hold a different opinion to that of Mr. J. B. Thurston, for, although the brother generally succeeds in preference to the nephew, yet such is not always the case; rank of mothers has all to do with the matter, or the brother may be disliked by the tribe for want of energy, inhospitality, or for un-Chief-like practices, &c. If the tribe do not respect him, they will not "buli" him; they will give the "yagona" to the nephew.

Under British rule, in most cases, the most useless and the bad laws and customs will become impracticable and unserviceable.

British law is little understood by the British public generally; the natives know nothing of it but its uncertainty—that they know most thoroughly. Uncertainty of being punished for offences is in my opinion one of the greatest possible inducements to commit crime; it is of itself a most positive inducement in itself to crime—it acts on men's minds as a magnet acts on iron.

Again, the natives rely on the many promises made to them that they shall be ruled only by laws of easy understanding to them. They most thoroughly rely on the generosity of Her Majesty, and, in my opinion, speaking as I do for and on behalf of the natives, it would be a most cruel, unjust, and impolitic breach of faith, were their whole foundations of social law and order to be swept away and to be replaced—with what? with that it has taken 800 years to bring to its present state of uncertainty and obscurity, and which requires a life of close application to master even moderately well, and which is regarded with natural aversion and distrust by us all—the law. Finally, if British law is adopted "in globo," how is it to be enforced in the practically inaccessible valleys and cliff-tops of the interior? The attempt would bring on universal rebellion, the natives would declare themselves tired of life, and would gradually become extinct, and the government of the country would cost the Colony, or rather Great Britain, a sum of say about 200,000*l.* per annum, without any adequate return.

(Signed) W. S. CAREW.

Levuka, October 7, 1875.

Inclosure 2 in No. 25.

Minute by the Rev. F. Langham.

Question.—IS it desirable or necessary to abolish the native laws and usages which are in force in this Colony, and establish in lieu thereof the laws that are in force now in British communities?

It is of the first consequence to gain the unreserved and fullest confidence of all the natives of this Colony, not only of those who are in immediate communication with Her Majesty's Government, but of those also who are residing in the hill districts, and on distant islands, and therefore not within easy reach of head-quarters, in the disposition of Her Majesty's Government to act towards them in the government of the Colony, not only with even justice and impartiality, but also a generous consideration, and even some amount of forbearance.

Assuming that this confidence on the part of a large proportion of the people exists now, it need scarcely be remarked that it would be most unfortunate if any action were taken which would shake this confidence, and disturb the good feeling existing, as this would tend to retard the firm establishment of the Government in all its details in every part of the Group, especially in the hill districts.

Such, I fear, would be the effect of an immediate or sudden abolition of the laws and usages now in existence, which are generally well understood, and the substitution therefor of British laws.

The native laws and usages against offences are of long standing, readily comprehended, easily and promptly executed; they give fair satisfaction to the people, the justice thereof being recognized, and to a great extent effect the object aimed at by the introduction of British laws.

At the same time it may be remarked that greater efficiency and satisfaction would be secured by the administration of the native laws and usages, under the supervision and direction of Her Majesty's Government, for the native administrators need guidance and direction.

British laws as administered among English people are frequently regarded as most incomprehensible and vexatious proceedings. But to a Fijian they would simply be intolerable. They would be so difficult to understand, so expensive to set in motion, so tedious in their operations, so uncertain in their results, as they would also be oppressive and vexatious in their restraints and impositions, as to force the conviction that they are utterly unsuitable and impracticable; a conviction that would shake confidence, arouse suspicion, and induce apathy on the part of those whose co-operation is essential to the inexpensive and successful government of the native portion of the community.

Undoubtedly, in reference to some few crimes, British law would have to be enforced; but in these few instances, such as murder, &c., though the manner of their administration might not be readily understood, yet their justice and applicability would be readily and generally recognized.

There are some acts and some omissions which among the natives are regarded as grave offences, and which it is absolutely necessary to treat as such, but which are unrecorded in British law books. These could not be permitted without destroying that respect for the high Chiefs which should be shown to them, if they are to be utilized in the government of the country; and, donbtless, the simplest and most effective mode of government is through the Chiefs, under the supervision and guidance, as I have already observed, of Her Majesty's Government.

The laws, too, which the Chiefs have to administer should be few in number, of the simplest character, set forth in the fewest and simplest words, avoiding the usual legal phraseology, so that there need be no difficulty in understanding their meaning and intent, otherwise misunderstanding and injustice would arise. I think it will be allowed that these requirements are impracticable if British laws are adopted.

I have assumed, and I think it will be generally admitted, that the influence and personal efforts of the high Chiefs are necessary, for a time at all events, in carrying out the laws which may be enacted by his Excellency the Governor. It would, therefore, be highly undesirable to expose them to the risk of being treated as criminals for acts which could not be supposed by them to be offences, but which under British law would be treated as such.

This would be destructive of their dignity and influence, would alienate their sympathies from the Government, and lead them to regard the operations of law as simply vexatious and oppressive.

A case or two in point have come under my observation this week.

A Chief took possession of an intestate estate, and disposed of the personal property and growing crops in such a manner as, under British law, to secure his arrest for felony, and after some detention in the lock-up, examination before a Magistrate, committal for trial, his conviction in the Supreme Court of the Colony, and punishment for some considerable period on the public works of the Colony.

The same Chief arrested and detained for five days in his own house a woman who declined to marry the man to whom she had been betrothed.

I presume in this case also he had exposed himself to prosecution under British law.

Now it would have been impolitic in itself, and harsh and cruel to the Chief, to instigate proceedings against him; he had no conception of the nature of the above as offences against British law; his judgment was simply at fault. Appealed to on behalf of the aggrieved parties, who were members of my church, I made a respectful communication to the Roko of the province, pointing out the error committed; a decision was arrived at in a few minutes, that the property should be returned to the widow and daughter; that the woman should be informed that she might marry whomsoever she pleased, and that the Chief should be notified that he was acting improperly.

By this decision the aggrieved parties would be satisfied, and they would also be saved several wearisome journeys and appearances at Court; the Chief would be shown his mistake; he is saved from disgrace and imprisonment, is retained in his Government appointment, and he and his friends and relatives are not soured and irritated by what would have been cruel and unjust, though perfectly legal, treatment, while the Government is saved much time, trouble, and expense.

The expenses to be incurred by parties seeking redress before the law could be set in operation would be an insuperable difficulty to most aggrieved persons.

Few comparatively could avail themselves of the intervention of our law courts to establish their rights and redress their wrongs.

The payment required for a summons, for witnesses expenses, for feeing a lawyer, costs, &c., would be simply prohibitory of justice to a people who are seldom in possession of coin, and whose trading transactions are principally exchanges of property, seldom receiving payment in money. Consequently wrongs would go unredressed, violation of the law would be repeated by those who had already transgressed with impunity, a strong feeling of dissatisfaction would prevail, there would be recourse to club law thereupon, as such proceedings could not be tolerated, law would soon be shown to be operative against those who thus avenged themselves; the Government, towards whose support these injured persons contribute, and which was expected to protect them from wrong, would be compelled to take action, which would entail trouble and expense upon the authorities.

The results would probably be that the original wrong doer would escape punishment, the wronged one would suffer a double injury, the impression would be made that while that which was called law had been administered, simple justice had not been done; a feeling of contempt for laws which could contribute to such results would be aroused, and of hatred of those who were charged with their enforcement.

As indicative of what may follow upon a loss of confidence in the administration of justice, the following case may be given.

A native had an altercation with his overseer, who was supposed to be armed, and fearing he would be shot the native threw away his gardening knife, saying to his companions, "I shall be killed to-day; but I will give this man no provocation, nor will I attempt to defend myself, but when I am killed fall upon this man and avenge me; remember the Levuka trial (referring to a case in which two men were acquitted on a charge of killing one of his neighbours), he will not be convicted if he is taken there, I therefore call upon you to avenge me."

To establish British laws now, and have hereafter to abolish them and return to native laws and usages, would be a most humiliating confession of error, and suggestive of weakness and incapacity, that might be taken advantage of, while to persist in enforcing laws after they were found to be harsh and oppressive, would be both undignified and impolitic, and not in harmony with the intimations given by Her Majesty's Government of its purpose to deal with justice and generosity towards its newly acquired subjects.

It would be easy, prudent, and politic to build upon the foundation already existing, and add to the code of native laws, by incorporating therewith a few English Ordinances, as the people advance in civilization, and as circumstances indicate the necessity for their enactment.

In addition to the question of expense to the governed (as well as to the Government), if the requirements of British law are to be observed, there is also another point to be observed, namely, the difficulties of travelling from island to island, and from the inland districts to the coast. The conveyance of prisoners to and fro, the compulsory attendance of prosecutors and witnesses in criminal cases, of plaintiffs, defendants, and witnesses in civil cases, from hill districts not easily traversed, and islands so widely scattered, with the most inadequate and uncertain means of locomotion—indeed the people on many of the islands, especially to the windward, would be unable to command the means of attendance at Court if held on other islands than their own (and it would be quite impracticable to carry the entire machinery of our law courts to every island), would be a most grievous and intolerable burden, and in numerous cases the parties referred to would decline, or be unable to attend; hence criminals would escape, the ends of justice be defeated, and dissatisfaction be wide spread.

Take a case. A highly respectable and intelligent young Chief has asked me to instruct him how to obtain a divorce from his wife, whose infidelity is well known to several on the island where she resides. This island, however, is seventy miles from where the husband resides. It is a very rare thing indeed for a vessel to visit this distant island. Now, it is scarcely possible for a messenger to be dispatched to deliver summonses to the woman, the co-respondents, and the witnesses; and it is next to certain that if the summonses were served, the parties could not find the means to attend the only Court that could decide the case, nor would they be in a position to procure necessary food if they could obtain lodging, nor would there be

any certainty of their getting home again under several months; it might be an adjournment of the case. Under these circumstances, and I have not named all the difficulties of this case, I have advised him that the course to be pursued under British law is absolutely impracticable to him, and that he must simply accept the position and endure the wrong.

The foregoing remarks will apply to various other cases, such as offences against chastity, adultery, seduction, fornication, &c., the punishment of which should be certain, prompt, easy of execution, and in proportion to the gravity of these offences. This is impossible if British law only be applied in such cases.

The most intelligent and civilized of the Fijians, who, from their intercourse with Europeans, have acquired some knowledge of the operations and uncertainties of British law, have said that the attempt to impose these laws upon the large majority of their countrymen would be as unhappy in its results as would be the attempt to fix the masts of an English vessel in one of their small canoes—a well understood, and, to the Fijian, most significant illustration of the unsuitability and harmful tendency of these laws as administered by English people.

A case which came before the Law Courts at Levuka a few days ago suggests the irritating hardships to which the adoption of British laws respecting the trespass of stock, &c., would expose the natives.

If the people, who are agriculturists, be required to fence their many small plantations against cattle, an intolerable burden will be imposed npon them; knowing that even the most industrious can earn but a few pounds per annum, many not more than 3*l.* (numbers are now working for 1*s.* per week, and pay their taxes), and that they do not plant continuously the same plots of land, and that each will have several plots under cultivation at the same time, as yams, taro, banana, &c; and yet to expect them to erect substantial fences against cattle, which will involve an outlay of many pounds, would be considered an unreasonable and unjust requirement, impossible of performance; while the establishment of such a number of pounds in a Colony of islands as would be necessary, if cattle-stations be multiplied, would be almost equally impossible. And certainly the natives, who are very timid with cattle, are not likely to avail themselves of these institutions by driving thereto, distances of many miles in numerous instances, cattle or other stock that may trespass upon their plantations.

Under the above circumstances, agriculture will be discouraged; the people involved in distress; and the Government would have eventually to remove the agriculturists in the vicinity of cattle-stations to other districts, where they would be undisturbed in their planting operations, and considerable discontent would be occasioned thereby.

To conclude: the present native laws and usages against offences committed amongst themselves, with the addition of some few English laws to meet special cases, administered under the direction and sanction of Her Majesty's Government, would give fair satisfaction to the people, because their import and effect are easily comprehended; expense and trouble would be saved; justice would usually be done; order and good behaviour would be promoted; and the impression would be given that while Her Majesty's Government is resolved to act with justice and impartiality, there shall also be evinced a generous forbearance and a kind consideration of the peculiar circumstances of its newly-acquired subjects, a conviction that would produce the happiest results.

(Signed) F. LANGHAM.

No. 26.

Governor the Hon Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received March 6.)

My Lord, *Nasova, Fiji, January* 19, 1876.

IN previous despatches I have intimated my intention of holding a meeting with the heathen tribes of the interior living on the plains of the Sigatoka, and among the mountains at the head of that river, whose attitude has lately caused so much uneasiness in some quarters.

2. This meeting took place on the 5th instant at a place called Navala, on the south coast of Viti Levu.

3. About 1,500 or 2,000 persons, chiefly mountaineers, attended this meeting. A few Chiefs whose presence had been expected and was desired, did not make their appearance, but the general result of the meeting was highly satisfactory, and will, I have no doubt, be attended with permanently good results.

4. A strong body of armed constabulary has, with the entire assent of the mountaineers, been established at a camp where the Commissioner will live in the centre of the wildest tribes. I look upon this as the first step towards the completion of the subjugation of the mountains.

5. A glance at the map will show your Lordship that the Island of Viti Levu is divided into two nearly equal portions by a high chain of mountains running north and south. The tribes living to the east of this line were all able to attend the great meeting at Navuso held last year, and although Chiefs from the Sigatoka were present at that meeting, they were of course less numerously represented than those from the other half of the island. The tribes to the east of the dividing range have been perfectly quiet ever since the meeting at Navuso, and I trust the present meeting may exercise as salutary an influence.

6. As soon as the proceedings of the meeting and the address made to those present have been transcribed, they will, of course, be forwarded to your Lordship. Meanwhile, I inclose a very imperfect account of what took place, extracted from a local newspaper.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure in No. 26.

Newspaper Extract.

Cruise of his Excellency.—HIS Excellency and staff embarked at Suva in Her Majesty's ship "Nymph" early on Tuesday morning, and proceeded down the coast to Serua, which was reached in a few hours. In the afternoon the Governor landed, accompanied by the Captain and several officers of the "Nymph," and was received by the Stipendiary Magistrate, Mr. Carew, and Dr. Macgregor, who had arrived in the "Fitzroy." A large number of natives had assembled to meet the Governor, who proceeded to the Chief's house, where, after the usual ceremony of reception, his Excellency had some conversation with the Chiefs on local topics, and then attended an examination of the school children. The proceedings terminated with a meke.

On Thursday morning the "Nymph" left Suva and steamed to the opening in the reef opposite Na Vola, where his Excellency and staff were landed, and the "Nymph," after firing a salute as his Excellency stepped on shore, returned to her anchorage at Serua. The Governor proceeded at once to the native house that had been built for his accommodation, and there received visits from many of the Chiefs. The presents of food brought by the different tribes were then distributed amongst the natives attending the meeting which took place in the afternoon. About 1,500 natives were present, most of whom were mountaineers, chiefly from the wild tribes of the interior of the Sigatoka River. It was explained to the Kai Colos that the Queen, and the Governor, as Her Majesty's Representative, must be acknowledged; that murder and private wars must be given up, as well as theft and the forcible carrying off of women; that any of these crimes would be punished severely; and they were particularly warned that they must not mistake delay in punishment for pardon. It might be difficult and sometimes impossible at once to lay hold of offenders, but they might be sure that the Governor's mind was quite made up to punish such offences, and that, however long it took him to accomplish it, that those committing them should not escape with impunity. But, if they followed the path now pointed out to them, they would find that there was no disposition to harass or oppress them in any way. They were also informed, and seemed well pleased with the intimation, that a camp, where his Excellency's Commissioner, Mr. Carew, would live, together with a large body of police, was to be at once established in the heart of their district. [We hope at a subsequent period to be able to give in greater detail the substance of an address of which we have only been able here to mention one or two salient points.]

The proceedings passed off most satisfactorily, the natives apparently taking

the greatest interest in the speeches addressed to them. Mr. Carew acted as his Excellency's interpreter.

In the evening there were some mekes, those danced by the big-headed Kai Colos being the most curious.

Late in the evening his Excellency received all the principal Chiefs at his house, and, during a conversation which lasted some hours, many important points were settled and satisfactory arrangements made.

Nothing could have been more orderly than the conduct of the natives who had flocked in such large numbers to Na Vola to attend the meeting. Not the slightest disturbance of any sort took place.

On the way back to Suva his Excellency visited the Island of Bega, and expressed himself to be much pleased with the beauty of its scenery. The "Nymph" anchored at Suva on Saturday afternoon. The weather during the whole trip had been beautifully fine, if a little too hot to be called quite pleasant.

The "Fitzroy" left Serua a few hours after the departure of the Governor. She carries Captain Olive and 150 members of the police force to Nadi, whence they will start on their march for their camp in the interior.

No. 27.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, March* 14, 1876.

I HAVE the honour to acknowledge the receipt of your despatch of the 13th of December last,* recording your conviction that the number of deaths from the recent epidemic amounted to no less than 40,000. I have to express to you my deep regret that the more complete inquiries which have now been made indicate the mortality caused by the measles in Fiji to have been after all so very great.

I have, &c.

(Signed) CARNARVON.

No. 28.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, March* 22, 1876.

I HAVE had under my consideration the Memoranda by Mr. Carew and the Rev. F. Langham on the subject of the continuation of native laws in Fiji, which formed the inclosures to your despatch of the 27th December.†

My despatch of the 10th ultimo‡ will have informed you that I should regret to see an indiscriminate application of English law to the natives of the Colony, whose customs and social usages should be respected so far as is compatible with natural equity, morality, and order, and I perceive that the measures which have hitherto been passed by the Legislature of Fiji indicate that you fully appreciate the importance of carrying out these views. I would further observe that the Ordinance (No. 14) for the establishment of a Supreme Court of Judicature, which was passed in accordance with the recommendations of this Department, provides by its 28th section for the extension to the Colony of Imperial laws only so far as the circumstances of the Colony permit, and leaves it open to the Legislature of the Colony to make such alterations in the laws and to impose such limitations upon these applications as the peculiar circumstances of the case may require. Indeed section 35 of the Ordinance enacts that "it shall be lawful for the Governor from time to time by a Proclamation to be published in the 'Royal Gazette' to declare that the jurisdiction vested in the Supreme Court under the Act shall not extend to any district, or part of a district, of the Colony specified in such Proclamation, or that such jurisdiction shall only be exercised over any particular class of the inhabitants thereof, and every such Proclamation from time to time to revoke

* No. 23. † No. 2 ‡ No. 17.

or amend, and the jurisdiction of the Court shall not be exercised otherwise than subject to the limitations contained in such Proclamation.

I have, &c.
(Signed) CARNARVON.

No. 29.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received March 29.)

My Lord, *Nasova, Fiji, January 26, 1876.*

I HAVE carefully re-read my despatch of the 21st August last,* and I confess that I am unable to see in what manner I have misapprehended the course your Lordship intended me to pursue. I fear that, on the contrary, I must myself have used ambiguous language, which has failed to render my own meaning clear.

2. I had, and have, no difficulty whatever as to the application of the "broad principles" laid down in your Lordship's despatch.

3. They are principles in the soundness of which I heartily concur, and to give effect to which I always perceived, and was glad to perceive, that it was your Lordship's intention that I should, if necessary, call to my aid the Legislative as well as Executive powers of the Government. But the despatch does not only lay down broad principles,—it does more. It asserts that a certain deed has had a definite and particular effect and operation. This is not the enunciation of a principle, but the statement of a fact, and this a fact which has not been suffered to remain unquestioned.

4. The principle laid down by your Lordship, and the soundness of which I think unquestionable, is that Crown grants should be deemed essential to the confirmation of title, that such grants should be made to all *bonâ fide* purchasers of land previous to the Cession; but that of such *bonâ fides* the Crown shall be the judge.

5. If all the lands of the Colony were transferred to the Queen by the deed of Cession, power to effect the desired object has been already placed in the hands of the Government, and legislation respecting it is unnecessary; all that is required being a public declaration of the fact. If such rights over the land are not given by the deed of Cession, it would still be desirable to confer them on the Crown by Ordinance; but in this case it could hardly be said that rights that were, in fact, conferred by the Ordinance were conferred not by it, but by the deed of Cession.

6. It was on these points that I wished for an authoritative explanation, it being contended here, first, that the assertion contained in paragraph 13 (1) of your Lordship's despatch is erroneous; secondly, that if this be so, and if the rights claimed for the Crown were not conferred by the deed of Cession, it is beyond the competence of the local legislature to confer them by subsequent enactment; and thirdly, that the decision of a law court being requisite to establish the rights of claimants, the recommendation of the Lands' Commission, even when approved by the Executive Council, and confirmed by your Lordship, are valueless and nugatory.

7. I believe, with your Lordship, that the rights in question are conferred by the deed of Cession. It was, nevertheless, my intention to have passed an Ordinance to remove all doubt on the subject; and if I have, from prudential reasons, abstained from pressing this measure, your Lordship will, I hope, give me credit for not having done so without grave cause.

I have, &c.
(Signed) ARTHUR GORDON.

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* No. 31 of C. 1404 of 1876.

No. 30.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received March 29.)

My Lord, *Nasova, Fiji, February* 16, 1876.

IN my despatch of the 30th October last,* I brought under your Lordship's notice the difficult and important question of native law.

The question of native taxation is neither less important nor less difficult, and all attempts hitherto made to deal with it have only resulted in total failure.

2. Forming, as they do, ninety-nine hundredths of the inhabitants of the Colony, causing, as they do, a large part of its expenditure for police, administration of justice, &c., it is only right that the native population should contribute, and that in no inconsiderable measure, to defray expenses incurred—as to some extent they undoubtedly are—for their protection and on their behalf. The mode in which such contribution may best be made, is, however, by no means easy of determination. To the ordinary sources of revenue, the natives pay little or nothing. They use few articles on which duties are leviable, they do not consume spirits, they do not take out licences, and they have no need of stamps. Any impost felt by them must, therefore, be one of a special character.

3. The tax imposed on natives by Cakobau's Government was an uniform poll-tax of 1*l.* per man and 4*s.* per woman throughout the Group. I, however, find it difficult, and indeed impossible, to suppose that revenue was the object contemplated in the imposition of this tax, or that its payment was ever seriously looked for. If any such expectations existed, they were doomed to disappointment, for the largest sum ever obtained in any one year from a population of, at that time, certainly not less than 150,000, was [*sic in orig.*] And of this sum a large part, as I will presently explain, was not, in fact, received from natives as payment of their tax, or indeed from natives at all.

4. I believe that the main design of the native poll-tax, when first imposed, and as it existed on the arrival of the Royal Commissioners, was that of furnishing, through its instrumentality, a large supply of labour to the plantations of the white settlers. And in this respect it no doubt worked successfully. The unknown consequences of disobedience to the order of the "Mataintu," exercised a mysterious terror over the minds of the natives, which induced them, in many cases, in consideration of the advance of their taxes on the part of a planter, to contract with him for a year or more of gratuitous service. These, however, were of course the exceptions. In the majority of cases, the tax was simply not paid, and could not be paid. When this happened, the legal penalty for default was six months' labour on the plantation of any settler who would pay to the Government the amount of the defaulters' tax. But though six months was the limit allowed by law for such assignment, the Magistrates of that day were not very scrupulous in their reading of the Act, and sentences of a year, and even eighteen months, were very frequently pronounced, whilst by a judicious system of imposing heavy costs, and assuming that the default of their payment might be similarly punished by "imprisonment on a plantation," even these periods were almost indefinitely extended.

A faint glimpse, and but a faint glimpse, of the working of this system is given by some of the Inclosures to Sir H. Robinson's despatch of the 16th of October, 1874.† The more search I have made into the records of this time, and the better I become acquainted with their contents, the darker does that period appear to me. I have in vain endeavoured to obtain accurate statistics of the numbers torn from their homes and consigned to servitude under the operation of this law, but its effects are sufficiently visible. Whole districts have been well nigh depopulated, and the reckless deportation of the male inhabitants has left the formerly fine Provinces of Ba and Ra almost deprived of cultivators. The memory of these times is terrible to the native population, and I should profoundly deprecate any step which might seem to be in the direction of renewing them.

5. I should add that the amount paid by planters to Government for these assignments of labour appear under the head of native taxes, as do also, of course, those to which I have previously referred, where the payment was made by the native, though advanced by the planter.

With these deductions, the amount of tax actually paid becomes very small; but even of this small amount, a large portion, as mentioned by Sir H. Robinson, in

* No. 11.

† No. 6 of C. 1114 of 1875.

his despatch of the 16th October, 1874,* was actually paid in kind, the articles taken being, as mentioned by Sir H. Robinson, estimated at a low valuation, or, as I was particularly informed by the late Commodore Goodenough, invariably at a third or fourth of their proper value.

6. Sir H. Robinson felt strongly the impossibility of maintaining such a system. He at once abolished it, and substituted an arrangement by which all but adult males were excused from taxation, and the tax of these men fixed at twenty days' labour in the year, redeemable by money payments of various amounts, according to the supposed wealth or poverty of the district in which they lived.

7. Sir H. Robinson, I fancy, imagined that redemption in money of the obligation to labour would be nearly universal, and at first, accustomed as the population were to a money poll-tax, this was to a great degree the case; but, as a better knowledge of their liabilities has spread, and especially since it has been found that the redemption payment cannot, as heretofore, be made in kind, there has been a disposition to claim the right of discharging the obligation by three weeks' labour.

8. This, therefore, is the problem which I have had presented to me:—Should I continue the labour-tax of 1874; should I re-enact and attempt to enforce a direct tax in money; or should I endeavour to provide some substitute for the existing system which should bring larger return to the treasury, and yet be neither oppressive nor opposed to the traditionary habits and feelings of the people?

9. The labour-tax in its existing form is clearly unsustainable. It is impossible to transport the whole population for twenty days to those places where public works are being carried on. Such places are few, and in most districts of the Colony there are really no public works for the inhabitants to be employed upon. In such cases, either works have to be invented which are not needed, and which lead to an employment (or rather waste of labour) in no way beneficial to the Colony, as well as an expense of supervision wholly thrown away, or the tax is quietly permitted to fall into disuse.

10. The practical alternative, therefore, was the renewal of the poll-tax of the old Fijian Government, or the substitution of some system as yet untried in this Colony.

I have already mentioned some of the reasons which rendered a return to the poll-tax of former times impolitic and objectionable; but even if it were not associated in the minds of the natives with ideas of tyranny and misrule, and were as efficient as it proved in fact an inefficient agent in the production of revenue, I should still think it open to objections which would be in my mind fatal to it:—

(1.) Its inequality of incidence, the great Chief and the poorest servant paying alike.

(2.) The facilities it affords for corruption. The Collectors are necessarily, for the most part, natives of inferior rank—often mere local constables or less, and the instances of favouritism, on the one hand, and oppression on the other, are, I have every reason to believe countless.

(3.) Its individuality; and this I think one of its greatest faults as a system of native taxation. Among natives the individual invariably acts as part of a family or village, and the traditional feeling of centuries will only slowly change under the influence of altered times and manners. As yet no change has taken place in this respect, and it is necessary to accept the fact, deal with it as we may.

11. But if the idea of re-enacting a poll-tax be abandoned, no other direct money-tax can be imposed. In fact, there is a species of absurdity in the imposition of pecuniary taxation on a population nine-tenths of which possess no money. I know it is said that if they do not possess money, they, at least, might all become possessed of it by engaging to work for planters. I confess I am unable to see the force of the argument. The ordinary wages given by a planter to an able-bodied man are 1*s.* a week, or 2*l.* 12*s.* per annum. This is a small sum from which to pay a tax ranging from 1*l.* downwards, even if the wages be paid in money, and not in worthless "trade." Whether it is to the native's advantage to leave his taro patch and yam plantations, his own village, his generally comfortable home and his family, to work on some distant estate for 52*s.* may be questioned, nor do I think he can reasonably be expected to do so, except under strong compulsion.

12. But if a money tax be not enforced, all that remains is the alternative of contributions in produce, or the performance of gratuitous services. Either of these aids to Government would be in accordance with the habits and usages of the people, but there are obvious reasons why the latter should, if possible, be avoided.

* No. 6 of C. 1114 of 1875.

13. The idea of a tax in produce which should be so managed as to promote cultivation and foster production among the natives, had crossed my mind previous to my arrival here. This idea was not discouraged by Sir H. Robinson, and received warm support from some of those best acquainted with native usages and modes of thought. After my arrival, the same plan was independently proposed to me from more than one quarter.

I inclose a copy of a Memorandum submitted to me by Mr. Thurston on the subject, and I have also received papers in a similar sense from Mr. Wilkinson, Mr. Carew, and others, copies of which, when they have been transcribed, will be forwarded to your Lordship. At the great meeting of the Chiefs at Draiba, the payment of taxes in produce was warmly advocated and strongly recommended to me.

14. The payment of taxes in money is of course preferable to their payment in kind, but, payment in money being impracticable, the real question in this case was between payment in kind or payment in labour, if any payment is to be made at all.

Although taxation in money is preferable and taxation in kind unusual, the the latter is by no means unknown or unprecedented in a British possession. The present Earl Grey, who, by the way, was perfectly aware that, in semi-civilized communities, "taxation may be more easily and justly levied in the shape of tribute from the tribe than that of taxes due from individuals," once wrote as follows to the late Sir Harry Smith: "The most convenient form of imposing a land tax in a rude state of society, I believe to be that of requiring from all who cultivate the soil a tithe or some fixed proportion of the produce as their contribution towards the public expenditure. This is a mode of raising a revenue for public purposes, which seems to have been the first adopted by mankind in the earliest stages of civilization, and to have prevailed generally among all nations in the remotest periods of which we know anything from history, while in Asia it continues to the present day to be almost universal. It is also a mode of taxation which, in any early stage of civilization, when money is scarce, and when little capital has been invested in land, seems to be the least burdensome that can be had recourse to, though in a more advanced state of society it is the reverse."

In the soundness of the principle of these remarks I entirely concur.

15. After much consideration, I came to the following conclusions:—

(1.) That the native taxation, to be effective, must be levied on the district or village, rather than on individuals.

(2.) That a tax of produce could be easily raised, with the best possible pecuniary results, and with the yet greater advantage of stimulating native industry and largely increasing the amount of trade in the Group.

(3.) That it would be undesirable that the Government should take part in any complicated trading operations or commercial dealings.

16. The plan I devised to carry out these conclusions was as follows:—

That the Legislative Council should annually assess the amount to be paid by each province.

That the Government should invite tenders for the purchase of certain specified articles of local produce at fixed prices.

That the amount of the tax to be raised in each province should consist in the production of such quantities of one or more of these articles as will at the prices agreed on realize the amount of tax assessed by the Legislative Council.

That this produce should be brought to certain fixed points by the tax-payers, and taken over at these places at stated times by the contractors, the Government being thus relieved of all risks of transport or storeage.

17. The question which I have had to consider was one with which I was not wholly unfamiliar, for the subjects of land tenure and taxation among semi-civilized races, or races possessing a different kind of civilization from our own, though to some perhaps uninviting, have long had for me a special attraction. Nor had such a measure as that which I have described the novelty in my eyes which it may wear to others, whom it may startle, and who may possibly be disposed, in consequence, to regard it unfavourably.

18. I should, however, have wished to consult your Lordship, and, had time permitted, I should most certainly have done so. Had my mind been made up at the moment of my arrival here in June, I might have received a reply from your Lordship before the end of the year, and possibly in time to regulate the preparation of the estimates for 1876. It took me, however, some months to form a deliberate

judgment on the subject, and when at length my opinion was definitely formed, it was necessary without delay to make provision for the financial needs of the ensuing year. I could not continue the existing labour-tax,—to do so would have been to abandon all hope of realizing any considerable native revenue. And I have little doubt as to your Lordship's choice between such a system as that which I have now sketched in outline and the revival of the abandoned poll-tax.

19. The measure I have described was recommended to the Legislative Council in my Message of the 28th December, and the resolutions, of which I have the honour to inclose a copy, were unanimously adopted by the Board.

An Ordinance to give effect to these resolutions was subsequently introduced, and was passed through all its stages, though it has not yet been signed or published. Of this I inclose a copy.

It provides for the annual assessment of the provinces by the Legislative Council, and for the construction of Boards of Assessment in each province, by which the necessary measures will be taken to realize the required amount.

Provision is also made for objection and appeal, as well as for the enforcement of the regulations to be framed under the Ordinance.

I shall, however, explain in greater detail the clauses of this Law when forwarding it by next mail for Her Majesty's gracious allowance and confirmation.

20. When first rumours as to the nature of the proposed taxation were publicly circulated, some alarm was excited in certain sections of the community.

The most absurd reports gained currency, to the effect that all trading on the part of the natives was to be forbidden by law, and that a system of culture closely resembling that instituted in Java by the Dutch was to be introduced throughout the Group. These tales were not confined to the Colony, and I had the pleasure of seeing a short time since in a leading New Zealand newspaper an article gravely denouncing the Ordinance passed in Fiji prohibiting the natives from trading with Europeans, of which it spoke as an undoubted fact.

As, however, the nature of the scheme became better known, a decided change of opinion was manifested, and sounder views of its character and probable effects now prevail. Indeed, I believe that its suitability to the natives and their circumstances, and the benefit it is likely to confer on agriculture and commerce, are now generally felt and appreciated.

There could not be better representatives of the Colony found than the three unofficial members of the Legislative Council, and your Lordship will perceive from the report of the debate on the first reading of the Ordinance, which I have the honour to inclose, that it was seconded by Mr. Hennings, and warmly supported by Mr. Ryder and Mr. Smith. I would also ask your Lordship's attention to the speech of the Auditor-General, Mr. Thurston, which will repay perusal.

21. I trust that your Lordship may regard this measure as I myself regard it; but I am aware that at a distance it may wear a different aspect from what it does on the spot; and, moreover, that, from very familiarity with them, I may have failed to make use of arguments which appear to me obvious, or to meet objections which are in my judgment trivial.

If, however, your Lordship should unfortunately hesitate to concur in the views which I have expressed, I would at all events ask that they should receive a fair trial. The natives have, with something like enthusiasm, everywhere begun their cultivation of produce, the organization of the districts is already far advanced, and the offers of purchases have been already made and closed with. Were the new tax system at once upset no other tax could possibly be collected in its place during the present year, and the results would be financially disastrous. In two or three years' time the effect of this measure will be fully seen. If I have erred in my estimate of its work, it may then, more or less gradually, be abandoned. If, on the other hand, it secures, as I believe it will, an abundant revenue, and one easily capable of further augmentation,—if it stimulates the industry and doubles the produce of the Colony,—if under its influence the mass of the population are content and prosperous,—it may then trust to its own merits for its future maintenance, and will stand in no need of my feeble advocacy.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure 1 in No. 30.

Memorandum upon the Establishment of District Plantations in the Colony of Fiji, for the purpose of enabling the Native Population to provide their Taxes in a manner accordant with Native Customs.

THE proposed plan of establishing plantations for the purpose of providing the natives with a means of paying their taxes, requires, perhaps, a few words in explanation before entering into a sketch of the plan itself.

In some countries taxes and rent are paid in kind instead of in money. In civilized or semi-civilized countries, or those like India and China, where the science of political economy is almost unknown, this system largely prevails. The payment of taxes in produce or kind is doubtless a bad one, for experience teaches that public revenue derived from such a source usually suffers so much from the mismanagement and peculation of the collectors, that very little of what is contributed by the people ever finds its way into the Treasury.

For these and many other reasons public revenue is better derived in money. It may, however, occur that countries exist, the people of which are rude and uncivilized, where they tenaciously adhere to the antiquated customs of their race, and where, as they have no money, the must either pay in produce or not at all. Fiji is one of such places. Its people have no money amongst themselves, and the European trading and planting population (under 900 persons) is too small to provide the bulk of them with work, or any other means of gaining money. There can be no doubt also that if it were possible to collect revenue in money, the same objection as is taken above to the levying of taxes in kind would present itself. In a young Colony like Fiji, with a large native population, the collection of revenue from natives must, in a large measure, be entrusted to native Chiefs. There are two temptations which Fijian Chiefs find it difficult to withstand. One is that of getting into debt with traders, the other is that of looking upon taxes paid to them by their tribe, on account of the Government, as in part a sort of "benevolence" to themselves. The facility with which they can get into debt, and accumulate debt upon debt, together with the constant pressure of petty creditors, is the primary cause of their appropriating public money to their own uses. This tendency to accept credit, says a late writer, "is a state of things which occurs in every part of the world in which men of a superior race freely trade with men of a lower race. It extends trade no doubt for a time, but it demoralizes the native, checks true civilization, and does not lead to any permanent increase in the wealth of the country; so that the European government of such a country must be carried on at a loss." The custom of Fijians is to pay their taxes in produce or service, and the Custom only requires to be properly defined and settled in order to produce a very fair amount of revenue from native sources at a moderate cost of collection.

At the present time there exists all the laws, customs, rights, and obligations which, unlike anything found in other large groups of islands in Western Polynesia, have for an unknown period held the Fijians together as a homogeneous people. Upon the laws, many of which are in their tendency eminently favourable to the proposed system, much improvement may be made; but I am confident that it will be better in every respect to adopt and improve them than to endeavour to frame Ordinances based upon modern ideas, and the necessities of a highly civilized state of society, and to enact them for the control of a people just emerging from barbarism. I consider that the instant and complete application of English law and freedom to the native population of this Colony would not only be fatal to a success of the culture system, but I do not hesitate to say that it would be fatal to the satisfactory raising of revenue in any shape from the natives. The only law hitherto known to the Fijian is the command of his Chief and the customs of his tribe; and it is not to be expected that the cession of the country can alter the manners and customs of its aborigines with the same speed and certainty that it it changed the sovereignty. One very valuable source of revenue is the cocoa-nut trees. But to protect these from the improvident waste of the people, the Rokos and the Chiefs of districts shoul be allowed to retain their power to "tabu." They should also have power, as heretofore, to "lavaki" cultivated lands, *i.e.*, command the people of any town in their district to perform such work upon them as they may direct. (See Note A.)

Of the necessity and results of continuous labour the Fijians have no idea whatever; at first they can only be regarded as instruments by which a system is

to be established for their benefit; and hence, as in a public school for instance, strict rules must be enacted, making a fair and proper amount of labour a matter of law, and not a matter of choice. Hereafter, when training has had its effect, and a better knowledge has been acquired of the value and right of property, the acquisitive character of the Fijian will, I think, be a sufficient spur to his industry; but for some years to come he must be made to work, and must be punished for laziness or neglect. The salvation of the race is simply a question of real kindness and forced industry, or of mistaken kindness, indolence, and consequent misery and degradation.

I have dwelt somewhat digressively upon the laws, habits, and weaknesses of the people, because I am convinced that it is, in the first instance, impossible to impose upon them British law exclusively, because it would cause an early failure of the system now under consideration, and because it would render abortive any other scheme to raise revenue from the natives, who, relieved from their old law, and ignorant of the new, would fall out of proper and necessary control.

The chief element upon the native side to the success of this scheme is, the creation of a necessity to work.

Upon the governing side, every effort should be made to improve the existing tribal organization of the natives. Very great good may be speedily effected by adding to, and gradually improving upon, such native laws and customs as are not repugnant to natural law, by interdicting oppressive ones, and by placing the natives under the direction of active and intelligent officers selected from both races.

This necessity may, in a great measure, be created by the imposition of a tax upon every male between the ages of sixteen and sixty, or, which would be better, upon every village or district, in proportion to the number of its inhabitants and the fertility and natural advantages of their lands.

In considering the nature of the articles to be produced under the culture system, it will be necessary to have regard to those that are in constant commercial demand, and the value of which is not, like cotton, for instance, subject to frequent and great fluctuations. The imperfect system of agriculture practised by the people, and their irregular and semi-civilized habits, must also be kept in view. The Fijians are agriculturists by birth and inclination; but their manner of cultivation is rude, and their disinclination to cultivate products to which they are strangers is a very strongly marked trait in their character. Time and tuition are, therefore, both to be taken into consideration, but not more so, perhaps, than would be necessary in the initiation of an entirely new policy or scheme among a more advanced people.

It has occurred to me, whilst considering the question of revenues to be derived from natural productions, that, in the first instance, it will be expedient to direct attention to those that are indigenous to the country. In the preparation of one article alone of our exports, it is apparent that another material of greater value is thrown away and lost to the Colony for want of the necessary machinery to prepare it for market. The evidences of this fact I shall adduce further on; meantime I submit, for his Excellency's consideration, in connection with his general policy, that it would be well to make advances to certain districts in order that its inhabitants may be supplied with machinery. No great outlay would be necessary; and precedent is not wanting for the Crown supplying natives, desirous of advancing themselves in commerce, with the implements or machinery for doing so.

Until the plan, sketched further on, or a better one—having the same object in view—is perfected, it will be necessary to depend entirely upon existing resources for our native revenue. Fiji is comparatively rich in cocoa-nut groves, and hundreds of tons of copra, or the dried kernel of the nut, are exported annually to the United Kingdom and the Continent, but the whole of the valuable cocoa-nut fibre is lost, because the makers of the copra have no means of preparing the husk, or fibre of the nut, for sale.

The country abounds with plantains, of which the natives distinguish about twenty-five sorts. According to Seemann, the "Soaqa," a wild variety which grows in all the valleys, a few hundred feet above the level of the sea, is the *Musa troglodytarum*, the plant from which, says Sir John Bowring, in his work upon the Philippine Islands, Manilla hemp is obtained. There is also a cultivated variety named Vundi Vula, or white plantain, which, I think, is the *Musa textilis* of botanists. This variety yields a fine, bright, and strong Manilla hemp. Samples sent by me to Sydney were valued at from 35*l.* to 45*l.* per ton, delivered there. The hemp is

obtained from the stem or trunk of the plant. The fibre, obtained from the petioles of the leaves, is so fine that it is said the finest muslins may be made from it.

The preparation of these fibres by hand is both a long and difficult process; and, in order to export them in any quantities, machinery must be imported.

It is very probable that, with a little alteration, the machinery used in New Zealand for cleaning *Phormium tenax* might be adopted here for Manilla hemp. If the thick laminæ, of which the plantain stem is composed, were crushed between smooth or fluted rollers, the hard outer epiderm would be broken up, and the cellulose—of which there is a large quantity—might be got rid of by washing and beating. In the preparation of an article like this the services of women and children might be very largely engaged. (See Note B.)

The indigenous products can, to a large extent, be utilized at once. The fibre also of the yaka, the pine apple, and the aloe might be treated very much in the same way as New Zealand hemp. One variety of the arum is said to yield a very valuable fibre, and I am inclined to think there are many plants of a similar character not as yet generally known to settlers. Water privileges, to use an American term, are numerous in every district. An overshot water-wheel, made of durable hard wood, fitted with iron-work ready for erection, can be laid down in Levuka at a cost of from 70*l.* to 100*l.*, according to size. "Devils" for preparing cocoa-nut fibre can be procured at about 50*l.* each, or if contracted for in any number perhaps for less. Machines for preparing Manilla fibre would cost about 25*l.* each in Auckland. If erected in suitable places I believe these machines would rapidly repay the expenditure incurred for their purchase, as the coir or cocoa-nut fibre now thrown away would then be all saved. Natives could soon learn to work the machinery above described when driven by a water-wheel, which is a simple and steady power. At Rambi, Lauthala, and Wakaya the imported labourers have been taught to manage the machinery, running at a rapid rate, and driven by steam-power.

The chief indigenous productions of Fiji and their values are—

		Approximate Value in Fiji.		
		£	*s.*	*d.*
Copra	per ton	8	0	0
Oil	„	20	0	0
Coir	„	18	0	0
Manilla	„	25	0	0
Yaka	„	20	0	0
Tobacco	„	84	0	0
Fungus	per lb.	0	0	4
Beche de mer	per ton	60	0	0
Tortoiseshell	per lb.	0	10	0

I may add that annatto (*bixa orellana*) grows wild, though it has not, strange to say, been noticed by Seemann or any other writer upon Fiji. The value of annatto is from 70*l.* to 80*l.* per ton, and I find from Commercial Reports that England alone imports more than 12,000*l.* worth annually. Its preparation is simple. Ipecacuanha, which like annatto, is found wild in all the low lands, was with the senna plant introduced many years ago by the French missionaries, and though never as yet turned to any account might be cultivated with advantage.

There are many other productions that might be utilized, such as candle-nuts (*Aleurites triloba*), the oil of which equals rape seed oil in value (30*l.* to 32*l.* per ton), arrowroot, turmeric, ginger, &c. The native rattan might also find a foreign market, and a home industry might be created by the manufacture of baskets, chairs, and, ere long, mat-bags for sugar. These bags, which might be made upon the pattern of the vacoa bags of Mauritius or the smaller sized bags of Java, could be made from the "*Pandanus caricosus*" or Voivoi of the natives. The native women of Fiji are very clever in the making or plaiting of bags, and I see no reason why sugar bags should not be exported to Queensland as vacoa bags are from Madagascar and the Seychelles to Mauritius.

Upon the foregoing articles, and any others that I may have omitted to mention, and cotton, the native revenue would have to depend *for the next four or five years*, by which time coffee, cocoa, and other plantations would commence yielding. I have not mentioned sugar, but I am of opinion that under certain circumstances it might be profitably grown by natives, and form an early source of revenue. The system, however, which I would recommend to be adopted for the cultivation of sugar requires combination with settlers, and also trenches upon important questions, such as the introduction of European capital and population. I will,

therefore, state my views on this matter in the concluding part of this paper, confining myself in the meantime to the scheme, as it may be commenced by the native race without any immediate aid beyond the Government. (See note C.)

I would recommend that plantations be commenced at such places in the country as offer the greatest general advantages,—one of the greatest being the firm rule of the native Chief or Roko of the district. Bau, Rewa, Kadavu, Bua, Central Viti, and Lau are fit places to commence at; Ra, Ba, Yasawa, and Mathuata are disorganized districts, and, Mathuata excepted, which produces cocoa-nuts, are poor in everything but bêche de mer. Thakaundrovi, though a large and comparatively rich district, requires organizing. Hitherto its people have been impoverished by the frequent exactions of its Chief, and periodically spoiled by the Algerines of the Pacific—that is to say, by the Tongans—whose power and influence the hereditary Chief has never quite shaken off. The provinces named should be defined by exact boundaries as soon as possible, but at present the existing and somewhat arbitrary divisions must be accepted. In future, the districts or subdivisions of the provinces should be formed into wards or parishes, and as the tribal organization of the people is improved upon, the town and common lands of each ward should be surveyed and marked out. I would further advise the aggregation of many petty towns, some of which do not contain half-a-dozen houses, and are the refuge of the discontented and troublesome, into one larger one. The people would thus be more under the surveillance of the authorities, more able to co-operate in the work of their plantations, and more amenable to the influences of advancing civilization. The principal Chiefs are all in favour of such a step being taken.

Every parish or ward should have a farm or plantation in common, whereat the people should raise such crops as may be decided upon to cultivate. The locality and crop should be decided upon by a Government officer duly appointed for that purpose, acting in conjunction with the Roko of the Province. They should select the locality by personal inspection, and with due regard to soil, climate, and facility of communication. Each town within the ward should be assessed in labour at such times, and in rotation, or such other manner as may be regulated by the Governor. The combined action of the people of one or more towns at one plantation would exactly accord with the customs and habits of the people, as shown in Mr. Wilkinson's paper upon the "lala" or "service tenure." The Roko should, I think, have his authority confirmed by law; he and the Bulis and native Magistrates should be made responsible for the working of the people, and be empowered to punish summarily any wilful neglect or disobedience of orders. In addition to these officers there are the petty Chiefs or head men of towns, upon whom, and the native village police, certain duties in regard to the system should be imposed.

The Roko should consult and confer with the Resident European Magistrate of his province upon matters affecting the conduct of the district plantations, and the latter should report any causes which lead to the partial or total neglect of the instructions which from time to time may be issued by the Governor in respect to such plantations or to the system generally.

Before quitting the subject of the supervisory officers I must add, that while fully believing that the establishment of district, plantations among the Fijians will be highly beneficial to them, I feel that the success of the system depends very much upon the strength and efficiency of the machinery by which it is to be at first set and kept in motion. The responsible and directing officers of each province are, of course, the Roko and the European Magistrate, but the Roko as yet has not the requisite knowledge to carry out unassisted the necessary work of the plantations, and the Resident Magistrate is not likely to have the time. Under these circumstances I recommend that officers acquainted with the language, and possessed of some agricultural experience, be appointed to instruct and assist the people. Their duty would require them to be constantly moving about the provinces, encouraging and instructing the natives, and reporting to the Resident Magistrate. The principal officer might with advantage have associated with him an intelligent native Chief.

As soon as the district farm lands have been selected, clearing and planting should at once commence. Coffee, cacao, cloves, tobacco, vanilla, and other species might be cultivated without delay. Cocoa-nuts might be planted to a large extent, and with great future advantage; if attended to they will bear in four-and-a-half or five years, and at seven or ten years of age would become a source of large revenue.

In Fiji the annual value to the trader of a nut tree has been estimated at 4*s.* per annum—but this is a very low value—for the kernel only of the nut has been taken into account; but, in fact, every part of the tree will contribute something to commerce. With the exception of the districts of Tai Levu, Ra, and Ba, the cocoa-nut tree thrives well throughout Fiji, and many still vacant places upon the shores of Vanua Levu, the Central Islands, and Kadavu, might be lined with this valuable and comparatively everlasting tree. Coffee commences bearing in its third or fourth year, and though it blossoms twice, the berry, as at Jamaica, ripens only once in the year, that is to say, in February, just after the culmination of our short summer, a season corresponding with the month of August in the warmer part of Jamaica.

Cacao, according to some authorities, bears in the seventh or eighth year after planting. Consul Perry (Brazil) says, "It produces fruit three years after planting, and with moderate care, will give *two* yearly crops for fifty or sixty years." I gather from this statement that the cacao plantations referred to must be situated in a lower latitude than that in which Fiji is placed, and influenced by a more equable double season. The remarks I have made as to the ripening of coffee at the season of our short summer will doubtless apply also to cacao. (See note D.)

Tobacco may be cut and housed in four months from the time of planting. It requires in Fiji, as it does elsewhere, new soil, and it is an exhausting crop. Nadroga is a province in which tobacco might be grown, and manufactured upon the spot, with great advantage. The fragrance and strength of the tobacco leaf is very much deteriorated by exportation. Cigars made upon, or near to, the plantations upon which the leaf is grown, are much superior to any made in the neighbouring Colonies, or Europe, from imported leaf; tobacco cannot stand much handling, packing, and re-packing, and, least of all, the "re-sweating" that it has to undergo at the hands of manufacturers. There is a good field open at Nadroga for enterprise in this direction, and the manufacture of cigars would find employment for numbers of women and children.

As the provincial plantations and their crops are, at the present moment, all *in futuro*, it seems premature for me to attempt anything beyond a sketch of the details of the proposed system. The preparation of the district plantation can begin at once; but, for the purposes of an immediate revenue, it will be necessary to foster and make use of every one of the existing or indigenous resources of the Colony.

The plan proposed, as I understand it, is this: that the native population may contribute their taxes in the form of produce instead of money. That the produce contributed upon account of the assessed tax upon the district shall be received and paid for by the Government at a fixed rate, and that it shall be sold on the spot to contractors.

Among the European traders and settlers generally, this plan of raising a revenue will be held in great disfavour, and I anticipate much early trouble and annoyance from the fact. Its first effect will be to touch the trader in the pocket, and hence its working and the object of the Government will be misrepresented, both within and without the Colony. As a rule, the trader pays a native from one-half to two-thirds of the sum he would pay to an European for an article of the same value, and, moreover, frequently pays him in worthless barter. If a native buys cloth or calico from the trader, he pays at least 100 per cent. more than an European would have to pay.

By encouraging the natives to become large producers (and the Government only can do this), the natives ere long will learn to acquire and value money properly, and they will be much larger purchasers from fair dealing traders than they are now. In the absence of money throughout the Group, it may be as well to lay down a standard in "kind."

The following quantities of indigenous produce represent a value of 20*s.*, estimating them at the ordinary rates current at Levuka:—

Copra	lbs.	280
Coir	„	118
Manilla	„	83
Yaka	„	112
Tobacco	„	84
Fungus	„	60
Bêche de mer	„	30
Tortoiseshell	„	2
Cocoa-nut oil	galls.	12½

If trained to some order and system, a native can very easily earn his taxes. To show this, I will select two of the chief indigenous products, viz., cocoanut and bêche de mer.

Copra—the dried kernel of the nut—is worth, upon an average, 8*l.* per ton of 2,240 lbs. It requires 6,000 nuts to make this quantity, therefore 20*s.* worth of copra requires for its production only 625 nuts. It is calculated that a cocoanut tree yields at a minimum 100 nuts per annum, so that six trees, which, planted at 20 feet apart, occupy only one-twelfth of an acre, produce, within a small fraction, one man's taxes. Of course some allowance must be made for loss and wastage. Damp weather and insects unite in destroying copra; but, under any circumstances, it will be seen that no great difficulty need present itself to any moderately industrious native or community of natives.

In addition, however, to the kernel, which, as just described, may be converted into copra, there is the valuable fibre or coir, every bit of which is at present thrown away by the natives. To this fact and the manner in which I propose to stay further loss, I will refer towards the close of this Memorandum. In Ceylon and Cochin China even the midrib of the leaflets are turned to account by making them into brooms, and the village women and children of Fiji might occasionally be profitably employed in making them, as they would find a ready market in the Colonies. With regard to bêche de mer, I have been frequently assured by intelligent natives that upon the north coast of Viti and Vanua Levu, and at some places in the Windward Group, particularly Fulanga, any active Fijian can, in two nights, catch sufficient "fish" to fill, when dried, a three-bushel bag. The value of such a bag full would be from 25*s.* to 40*s.*, according to the variety (of which there are some seven or eight), and the perfection with which it is cured. At the present moment, this trade is almost entirely in the hands of Chinamen, who employ quite a fleet of small boats in the business. A large and regular revenue might be derived by the judicious management of these fisheries, which, in my opinion, should become a "droit" of the Crown. Bêche de mer, like turtles, are among the Fijians "royal fish." They are only caught by command of the Supreme Chief, and, therefore, assuming the right of the Crown (to bêche de mer at all events) no wrong would be committed or grievance raised. The habits of this fish, or properly speaking "holothuria," should be observed, and their breeding time be made a close season, or the practice of indiscriminate fishing all the year round will soon produce a great diminution in the annual supply.

More than thirty years ago 16,000*l.* worth of bêche de mer was taken away by one trader at the rate of 3,000*l.* worth per annum, and all from the north coasts of Vanua and Viti Levu. Until lately the reefs have not been fished excepting in an irregular and indifferent way. The native wars, which raged between the tribes of the north coasts of the above-named islands for the ten or fifteen years preceding 1863-64, and from which they have never recovered, made them poor and indolent. Their family power and relationship was weakened, and in some instances destroyed, and no one Chief has until recently been established as a ruler. Although well off for suitable timber, dwelling upon the seaboard, and constantly requiring them, they have hardly a canoe in which they can go fishing. One of the first things to which the Rokos of the Provinces should be directed is the building of canoes.

Prior to the late epidemic (measles) the native population of the Colony—exclusive of the "Tholo" or hill tribes—was estimated to be 114,636. (See note E.) One-fourth of this number were persons who—in their several provinces—might have contributed to the assessment of their district. Supposing that one-fifth of this number were lost in the epidemic, there would now remain about 23,000 taxable people. If the several districts are assessed in the quantities of produce laid down in page 5, and one-half, or 10-20th of the value, is paid to the revenue as assessed taxes, it would leave 7-20th to be paid to the producers, and 3-20th to go towards paying for the machinery provided in each district; that is to say, the receiving rate on the quantities of produce there named would be 7*s.* By this calculation, the native revenue should be about 11,000*l.*, not perhaps in the first year, but as soon as the system begins to work. Up to the present time, and by seeking to raise the tax in money, the sum of 4,000*l.* per annum has barely been reached.

I quite agree with the opinion expressed by Mr. Chalmers, that a Fijian can pay a tax of 20*s.* per annum without being in any way oppressed; I go even further, and say that they will be benefited by the industry and activity which is necessary

to procure this sum, either in cash or kind. There are, however, some calls upon the natives, made without intermission, and frequently upon the most absurd grounds, from which, I think, they might in part be relieved.

Another matter requiring remedy is the arbitrary exactions of the Chiefs. This evil will be corrected by defining—as the Rajahkaria has been in Ceylon—the service rights, or "Lala," of the late ruling Chiefs. Lala should be confined as far as possible to housebuilding and planting. The donation or payment of sinnet, mats, pots, salt, and native cloth, should not be stopped, but only regulated. Native salt and cloth are giving way to English manufactures, and brittle clay pots are yielding to Birmingham wares. In a short time, "Lala" in this form will fall into disuse, and be confined to the two first-named services; but no Chief should be allowed hereafter to seize upon the private property of the commonalty, either openly or under the cloak of "begging."

As in view of the long time that must elapse before coffee, cacao, pepper, and other exotics can yield any return, even if planted within the next six months, I will now proceed to show his Excellency what a large amount of raw material is annually lost to the country.

The loss is in cocoanut fibre.

I have taken great care to assure myself of the relative yield of copra and fibre from a given quantity of nuts. My authorities are the Messrs. Hennings, J. C. Smith and Co., Mr. Hill, of Rambi, and Mr. Logan, of Lauthala. I have also visited a great number of plantations, and made inquiries of those who have had experience in the matter.

Six thousand nuts of average size will produce one ton of copra, and a trifle more than one ton of fibre or coir, that is to say, equal weights of the two articles. Copra in Levuka is worth 8*l.* and coir 16*l.* per ton. Therefore, when the husk of the nut is not worked up by the maker of copra, he loses (less the difference between the cost of drying nuts and ginning fibre) twice as much as he makes.

Reference to past exports will give an idea of our annual loss by the waste of this valuable article, for which there is a constant and increasing demand.

EXPORTS.

From the 1st October, 1872, to the 30th September, 1873.

	Tons.	Value.	Loss.
		£	£
Copra	258	2,064	..
Coir	51	816	..
Difference	207	..	3,312
Same months, 1873 to 1874.			
Copra	619	4,952	..
Coir	93	1,488	..
Difference	526	..	8,416
From September 30 to December 31, 1874.			
Copra	678	5,424	..
Coir	55	880	..
Difference	623	..	9,968
Total loss	..	..	21,696

The natives only commenced to abandon the old practice of making oil in favour of copra in the year 1871. At the outset they made but little, being both inexperienced and opposed, like all people of their class, to attempt any new form of industry. It will be seen by the foregoing returns that the manufacture of copra is increasing, and with it the waste of fibre.

The coir hitherto exported has all been made by European settlers engaged in the copra trade, therefore the loss upon cocoanuts estimated for the above period to equal 21,696*l.* has fallen upon the natives alone.

There will, however, be some waste under any circumstances, and the erection

of machinery as proposed will necessitate the expenditure of money, but when these and incidental matters are taken into consideration, there will still remain a very large margin of clear gain and profit to the Colony.

There is no difficulty in transporting nuts; they may be towed for miles along the sea coast to a mill. The mill itself could be purchased from Government by the people of the district in which it was erected, and become their own property.

I have, in the course of this Memorandum, dwelt very strongly upon the indigenous resources of the Colony, and in doing so my object has been to endeavour to stop the present waste of a valuable and plentiful article, and to suggest an immediate source of revenue from materials at hand, while other schemes for our commercial and financial advancement are being planned and perfected.

(Signed) JOHN B. THURSTON.

NOTE A.—The assessment of districts would accord more with the customs of the Fijians than the imposition of a tax *per capitum*. The reason of this may be gathered from Mr. Wilkinson's paper upon "Lala;" but it may be as well to state here that the usages and customs—indeed the whole ground work of Fijian society is based upon what is only a first or second advance from the communal system. The individual, as regards rights and obligations, is not known to Fijian law. Their system of kinship is Agnatic. They do and suffer as communities. Their "qualis" are families—originally of one brotherhood—and they are under the authority of one patriarchal head or Chief; hence they act well in communities, but as individuals they fail, for as a rule they have no individuality.

NOTE B (1).—Manilla and other fibres have been made from various varieties of the plantain and banana. The manilla is got from "Musa textilis." There are other varieties grown here, almost equally rich in fibre with textilis, as the dacca, maculaka, and several others, which, by comparison with the quantity and quality of fibre made in Manilla, the Philippine Islands, &c., are equally good with the best of them. On an average a full-grown plant is found to produce 5 lbs. of clean fibre, and in their own country the best exertions of experienced workmen (Indian or Chinese) produce about 12 lbs. of fibre per day.

NOTE B (2).—A machine for cleaning and preparing banana and other Fijian fibre is thus described in the "New Zealand Herald:"—

"These fibres are usually prepared by hand labour, to imitate which has been a leading idea with the inventors. The pineapple leaf, or the pulp containing the fibres from the banana stem, being first cut into strips, passes into and through two small but powerful fluted rollers, in which it is sufficiently crushed and broken up to admit of its being operated upon by scraping cylinders, between which it is then carried.

"These two cylinders or drums are connected together by spin-wheels, revolve in the same direction, and are adjusted to scrape alternately both sides of the leaf or pulp in the following manner:—

"At equal distances round both cylinders are securely and alternately fixed a number of steel scraping-knives and sustaining plates, or bed for the knife to scrape upon. All of these knives and plates are supported by, and work upon, powerful steel springs of a peculiar and novel application, yet exceedingly simple.

"Now, as they revolve together, the scraping-knife upon (say) No. 1 cylinder, is brought into direct and firm contact with the sustaining plate on (say) No. 2 cylinder, at about half an inch before they reach the "periphery" line, or circumference of the circle, and then, by the yielding of the double springs, without percussion. By their pressure likewise they remain in such contact until, as these cylinders continue to revolve, they have reached the similar space of half an inch on the other side of this "periphery" line, and then separate.

"Thus the leaf or pulp being at the time held firmly between the fluted rollers, is scraped on one side, between this knife and sustainer, for the space of about 1 inch. The action is then instantaneously reversed, the knife now upon (say) No. 2 cylinder follows upon the sustainer of (say) No. 1 cylinder, scraping over the same space of about 1 inch, and finishing completely the other side of the leaf or pulp, and this operation thus alternately continues, as the feeding rollers supply the exact quantity the cylinders are calculated to clean.

"Adjusting screws, acting directly upon the springs, cause the contact between the knives and sustainers to be made either with extreme lightness, or as powerfully as required, according to the soft or hard nature of the fibre to be scraped. The machine, therefore, it will be readily understood, is perfectly adapted for all the various kinds of vegetable fibre. The cylinders revolve slowly, making only 200 revolutions per minute, and require but 1½-horse driving power.

"As the banana yields more abundantly from the new shoot, the stems are cut down and left to rot upon the ground as soon as the fruit has ripened, no native difficulty as to supplying them will therefore occur. Plantations, however, could be made, if necessary, in the vicinity of the mill—competent authorities computing the drop at two tons of clean fibre per acre.

"The fluted rollers feed into the machine 1,800 inches, or 150 feet per minute, cleaning therefore a large bulk per diem. The only after manipulation required is thorough washing, and then drying as rapidly as possible. From two to three hours completes the operation, without waste or injury to the fibre.

"To clean soft pulpy matter similar to the aloes, or the stem of the banana, which contains the

fibre enclosed in it, mere contact of the scrapers and sustainers are necessary, with barely any deflection of the spring action. The pineapple leaf being of a much harder nature, requires greater pressure, but in this respect no other species can compare with the *Phormium Tenax*, or New Zealand flax, the fibre of which is by far the most difficult to extract from its gummy and resinous matters. Yet this machine, without any undue spring pressure, scrapes through this solid leaf perfectly, producing the fibre from it of double the value to that obtained under the beating or stripping process hitherto employed.

"The banana and plantain are the most prolific, and will therefore probably be the most lucrative of the Fiji fibres to manipulate.

"Machinery and cheap labour combined will produce Manilla hemp from them in these Islands at a cost not exceeding 15*l.* per ton, and if worked upon a large scale considerably less. The foreign market value of it is from 40*l.* to 50*l.* per ton."

Note C.—Whether the native population can or cannot cultivate sugar cane upon their district plantations depends upon the possibility of selling it when grown. At present it is impossible, for there are neither mills nor the prospect of mills, excepting upon a few plantations where settlers are growing their own cane. Many people of great experience are of opinion that the business of sugar-growing and sugar-making should not be combined; that the attempt, as a rule, fails to produce the estimated result; but that when growers can sell their cane at a mill in the neighbourhood they generally do well. I am inclined to think that there is a great deal of truth in this statement.

Sugar cane is not strictly indigenous to Fiji, but it must have been imported by the old Malayan and Papuan voyagers centuries ago. Its generic name is Dovu (Tobu or Tovu—Malay), and it is now found all over the group. The natives like to cultivate it; they know the soil and localities suited for its growth, and there is plenty of excellent cane to be had for cuttings. It is by no means unlikely that capitalists would put up sugar mills in several places, and be glad of the opportunity to do so if they could be assured of a certain supply of cane, either from the natives or the settlers, or from both. Some two years ago enquiries were made by a leading Sydney firm upon a project of this kind, and it is quite possible that an arrangement of the sort might yet find favour. Such a plan, if carried out would, I think, do much towards advancing the Colony, the future of which seems, at the present moment, to be depending very much upon the success of sugar-growing. Private enterprise in Fiji will at first be slow, and I think some encouragement and inducement might be held out by the Government to capitalists desirous of investing their money in the Colony. If cane can be grown in large quantities there will be no difficulty in finding people to erect the necessary plant for crushing it.

Note D.—Cacao, from which the chocolate of commerce is made, is obtained in the form of seed pods from a very handsome tree. In its nature it is even more tropical than coffee. The following notes on the subject of cultivation and preparation of the cacao or chocolate plant are from the Director of the Royal Botanic Garden, Pérádemaya, Ceylon.

"The cacao being an essentially tropical plant, its cultivation would doubtless be most profitable at a low elevation, and should scarcely be attempted above 2,000 feet. The soil should be friable to some depth, and well drained; good forest soil would, of course, be best, but that of native gardens would generally be very suitable. Shade is necessary for the cacao plants when young, but this need be but slight when they are more matured, as light and free ventilation are essential for the production of good and abundant crops.

"The seeds of cacao must be sown as soon as possible after they are gathered, as they soon spoil for germinating upon becoming dry. As germination soon commences, and proceeds very rapidly, and as the young plants are very impatient of being transplanted, unless with the adoption of such precautions as to prevent their roots being in any way injured, arrangements must be made either for growing the seeds in a nursery, allowing a space of at least a foot between each seedling, so that they may subsequently be taken up with the earth about their roots; or for sowing the roots singly in bamboo or other pots; or for putting two or three seeds in each place it is intended a tree shall occupy in the plantation, subsequently allowing only the strongest seedling of these two or three to remain.

"Cacao trees in the plantation should stand at a distance apart of 10 or 15 feet, according to the richness of the soil, 12 feet being a very good average distance. The ground under the trees must be kept free from weeds, and well littered with decaying leaves and other vegetable matter. For convenience in gathering the fruit, the tree should not be higher than 14 to 18 feet. As the flowers, which are produced in clusters upon the trunk and principal branches, are small and very delicate, great care should be taken that they are not rubbed off or injured.

"In the fourth year a good crop may be expected on good soil. The fruit must be quite ripe before it is gathered. When ripe it has a pale yellowish colour. After being picked it is allowed to lie in heaps for about twenty-four hours. Then the pods are cut open, and the pulpy mass of seeds taken out, and put into baskets, to be carried to a sloping paved barbecue, or into large open wicker-work baskets to drain. As soon as the drainage of the acid pulp has ceased, the mass is emptied into boxes in which "terrage," or the process of sweating, is to continue for 36 or 48 hours, and by no means longer than 60 hours, or the quality of the cacao would be impaired. After removal from the sweating boxes the seeds must be freed from any extraneous adhering matter, and spread out loosely to dry in the sun, being turned over very frequently. This process of drying occupies about three weeks, and when complete the seeds should be of a fine dark red colour. The foregoing is the cacao seed of commerce. The produce of a tree when prepared ranges from 5 to 8 lbs. The crop has the advantage of being easily cultivated and prepared for export by a few hands."

Note E.—The following estimate of the native population is taken from Returns made by Provincial Officers at the end of 1874, prior to the outbreak of the measles:—

	Estimated Population, 1874.	Estimated Population, September 1, 1875.
Ba and Yasawa	19,500	15,600
Bua	9,000	7,200
Lomai Viti	7,514	6,011
Thakaundrovi	12,000	9,600
Kandavu	10,000	8,000
Lau	3,442	2,754
Mathuata	5,000	4,000
Nandronga	8,000	6,000
Namosi	1,372	1,098
Rewa	22,500	18,000
Tai Levu and Naitasiri	16,308	13,047
Central Viti Levu (Tholo)	..	10,000
	114,636	101,710

These Returns are apparently below the mark, for the Wesleyan Mission Report for 1875 shows, prior to the measles, no fewer than 122,526 attendants upon public worship, as follows:—

Mission Circuits.	Attendants at Worship.
Lakemba	5,190
Lomaloma	3,041
Viva, Tai Levu	26,212
Bua	12,753
Bau, Tai Levu	13,439
Navuloa and Theo. Institution	4,003
Cakaudrove	13,633
Ovalau	7,759
Rewa	26,296
Kadavu	10,200
Total	122,526

Inclosure 2 in No. 30.

Notice.

THE following resolutions, adopted by the Legislative Council, on the 31st December, 1875, in regard to native taxes and stamp duties, are published for general information:—

Moved by his Excellency the Governor, and seconded by the Hon. Gustav Hennings—

1. That the Legislative Council shall annually, by resolution, assess the amount of native taxes to be paid by each province or district.

2. That such taxes shall be paid from the proceeds of the sale of native produce, to be raised in such time and manner as may hereafter be prescribed by law.

3. That the assessment for 1876 shall be as follows:—

	£		£
Lau	1,500	Rewa	4,000
Cakaudrovi	2,000	Kadavu	2,000
Macuata	2,000	Nadroga	1,500
Bua	1,500	Ba and Yasawas	1,000
Lomai Viti	1,500	Ra	750
Tai Levu	3,000	Namosi	500
Naitasiri	750		

4. That the Governor in Council shall be authorized to remit any portion of the assessment for the ensuing year.

Moved by the Hon. the Colonial Secretary, and seconded by the Hon. the Auditor-General—

That Part I of the Act 29 Vict., No. 6, of New South Wales, intituled the "Stamp Duties Act, 1865," together with the schedule relating to such Part I, also the Act 36 Vict., No. 15, of New South Wales, authorizing the use of postage stamps for the purposes of the Stamp Act, be temporarily adopted as the law of this Colony.

By his Excellency's Command,
(Signed) ARTHUR ELIBANK HAVELOCK,
Colonial Secretary.

Inclosure 3 in No 30.

Fiji.—No. IV., 1876.

An Ordinance (enacted by the Governor of the Colony of Fiji, with the advice and consent of the Legislative Council thereof), to Regulate the Assessment and Collection of Native Taxes.

WHEREAS by a notification contained in the Fiji "Government Gazette," No. 2, of Tuesday, October 13th, 1874, it was directed that every male Fijian, between the ages of sixteen and sixty, excepting those specially exempted, should be taxed or assessed in personal service at the rate of twenty days in each year.

And whereas such notification was continued in force by an Ordinance passed in Council on the 1st day of September last past, entitled "An Ordinance to continue temporarily certain Laws, Ordinances, Proclamations, and Regulations adopted, enacted, or made prior to the Proclamation of the Royal Charter under the Great Seal of the United Kingdom, erecting the Fiji Islands into a separate British Colony."

Preamble. And whereas at a Council of Native Chiefs, holden at Draiba, in the month of September last, it was recommended to his Excellency the Governor that the substitution of a tax in kind for that in labour would be expedient, as being more in accordance with native customs, as well as productive of a larger amount of revenue.

And whereas the Legislative Council did, by resolution, on the 31st day of December last past, revoke and repeal the aforesaid notification of the 13th of October, 1874.

And whereas it is expedient to make other provisions in lieu thereof.

And whereas the Legislative Council did, on the 31st day of December last past, determine that the amount of native taxes to be paid by each province or district should be assessed annually by resolution by the Legislative Council, and further that such taxes shall be paid out of the proceeds of the sale of native produce to be raised at such time and in such manner as might subsequently be prescribed by law.

Be it therefore enacted, by his Excellency the Governor, with the advice and consent of the Legislative Council, as follows:—

Short Title. I. This Ordinance may be cited for all purposes as the Native Taxes Ordinance of 1876.

Tax to be assessed annually. II. The Legislative Council shall annually, and before the close of the month of November in each year, by resolution, assess the amount of tax to be paid by each province of the Colony during the ensuing year.

Local Boards of assessment. III. There shall be in each province a Board of Assessment, consisting of some fit and proper person to be appointed by the Governor, who shall be styled the Provincial Assessor, the Roko Tui of the province, the Stipendiary Magistrate of the district, and two persons, who shall be styled Assistant Assessors, elected by the native local Assessors hereinafter mentioned.

Provincial assessor may act in more one province. IV. It shall be lawful for the Governor, if he think fit, to appoint the same person to be Provincial Assessor in more than one province.

Assistant assessor V. The Assistant Assessors shall be under the direction and control of the Provincial Assessor, and shall obey all lawful commands given by him.

Duty of local boar VI. Such Board shall assess the amount and description of produce, the sale of which, at prices to be fixed by public tender, will realise the sum at which the province has been assessed by the Legislative Council.

Manner of raising collecting taxes so assessed. VII. Such produce shall be raised or collected in such manner and at such places in the respective provinces as the said Board, with the approval of the Governor, may from time to time appoint and direct, due regard being had to the local circumstances of such provinces.

Objections how co sidered. VIII. Every objection made to such assessment or directions, whether made by any member of a Provincial Board of Assessment, or the inhabitants of any province, district, or ward village assessed, shall be considered and determined by the Governor in Council so soon as may be after being informed thereof.

Governor may sub divide the provinc IX. It shall be lawful for the Governor, for the purposes of this Ordinance, by proclamation under his hand, to divide the different provinces of the Colony into districts and wards, and such divisions, by any subsequent Proclamation under his hand to amend or alter.

Natives may elect local assessors.

X. There shall be in every such district one or more local assessors, as the Governor may direct, to be elected by the native population of such district.

Regulations, manner of making.

XI. The Governor in Council may, from time to time, make regulations for the carrying out of this Ordinance, which regulations, when published in the "Royal Gazette," shall have the same force and effect as if they had formed part of this Ordinance, and may be enforced by penalties of fine and imprisonment, to be recovered in a summary manner before any Stipendiary Magistrate: Provided that no such fine shall exceed 2*l*., and no such imprisonment shall exceed twenty-one days.

Proviso.

Regulations to be laid before the Council.

XII. All such Regulations shall be laid before the Legislative Council at its next subsequent meeting to their adoption.

Commutation of fine or imprisonment.

XIII. When any fine or imprisonment is imposed, or made under the Regulations hereinbefore mentioned, it may, if the Governor shall so order, be commuted for labour at the rate of one day's labour for every 1*s*. of fine, or two day's labour for every day of imprisonment.

Tax may be remitted.

XIV. It shall be lawful for the Governor to remit the whole or any part of the assessment made in any year.

Assessed tax for 1876.

XV. The assessment for the present year 1876 shall be that contained in the Resolution of the Legislative Council of the 31st day of December last past, and set forth in the Schedule hereunto annexed.

Passed in Council this 10th day of February, in the year of our Lord 1876.

SCHEDULE.

	£		£
Lau	1,500	Rewa	4,000
Cakaudrovi	2,000	Kadavu	2,000
Macuata	2,000	Nadroga	1,500
Bua	1,500	Ba and Yasawas	1,000
Lomai Viti	1,500	Ra	750
Tai Levu	3,000	Namosi	500
Natisiri	750		

Inclosure 4 in No. 30.

LEGISLATIVE COUNCIL.—On Thursday, the 27th ultimo, an important subject was brought before the Legislative Council, being the first reading of a Bill to Regulate the Assessment and Collection of Native Taxes.

Upon the order of the day being read, the Hon. the Auditor-General said :—

Sir,—In moving the first reading of a Bill to regulate the assessment and collection of native taxes, I did not at first propose to address myself to the subject at any length, but, upon reflection, and in view of the somewhat unusual nature of the Bill, I think the Board will desire me to speak to the motion, and that it will expect from me fuller indications of the reason for its introduction and of its general scope and character than are usually entered into upon a motion for a first reading. I confess, too, that I am disposed to throw myself upon the indulgence of the Board and enter into subjects which are in my opinion, incident to the subject matter of the measure I am now submitting, inasmuch as I have the pleasure of observing a larger number of members present to-day than I may meet upon the second reading of the Bill, if it is so fortunate as to arrive at that stage. And honourable gentlemen who compose the unofficial portion of the Board are, collectively, very competent, from their long residence in the Colony, their intimate acquaintance with the native race, and their knowledge of, and large interest in, its commercial prospects, to express opinions upon the soundness or otherwise of the proposed measure. I trust, therefore, that they will not hesitate to set me right if, during the course of my remarks, I fall into any errors.

It would appear, Sir, by a late resolution of this Board upon the 31st December, that, notwithstanding the representations made by Her Majesty's Commissioners touching the evils that arose out of the system of taxing the Fijians in money, that the exigencies of the Colony are such as to require the native population to contribute towards the public revenue. The subject has been under the consideration of honourable members for some time, and the question has been what form of contribution (having due regard to the habits and intelligence of that population) is best,

a contribution in money, or a contribution in kind. I am well aware that the system of receiving or making payment of rents or taxes in kind is a system that has long been abandoned in all, or nearly all, parts of Her Majesty's possessions. I am equally well aware that an attempt to argue the advantages of a return to such a system is an attempt calculated to call forth the censure and opposition of a very large portion of any British community. Still, and fully sensible as I am of these facts, the payment in Fiji of native taxes in kind or produce, is at present the system which I believe is best suited to the existing character and condition of the native race, and is the system which it is the object of this Ordinance to legalize.

Before entering into any further remarks upon the Bill or its intent, I ask permission of the Board to express my opinion as to the point of view from which a measure of this nature should be regarded, and, in doing so, I beg leave to say, speaking of measures of native policy generally, that I fail to see how the practices or principles of highly civilized states of society can be generally applied to all conditions of mankind throughout the world, I cannot, for instance, see how principles that are the results and not the causes of a high state of civilization can possibly be applied to a state of semi-barbarism, and this is the mistake that has always been made here. No such application can, in fact, be either applicable or expedient to a lower state of society, seeing that all, or nearly all, of the conditions incident to the higher are entirely wanting. I think it will be admitted that the attempt to fit round pegs into square holes is generally attended with much vexation and waste of time; and it appears to me that the too rigid applications of the canons of European political economy to a race of people but barely emerging from barbarism, who (I speak of the mass of the people) have no settled or regular industry, who know not the value of money, and, beyond one or two coins, not even its designation, and who are still guided by the comparatively crude ideas which characterise all forms of society in its rude and early stage, is very much like attempting to fit round pegs into square holes. You may put the pegs there I grant, but they will not fit. Before they can be applicable or useful, time must be allowed to work its changes, and one or two generations must be allowed to pass before the angular features of semi-barbarism can be worn away. In regard to the measure I am now introducing, and in many others which may be brought before the Board hereafter, affecting the native race of this country, I admit that we are experimentalising. But all Government measures are more or less experimental, and particularly are they so in a young Colony containing inhabitants of different races, like the one in which and for which it is our duty to legislate. I am, therefore, of opinion that this Board should not in these matters give too much consideration as to whether what we propose to do in a new field like this, and for an as yet uncivilized people like the Fijians, will or will not stand the exact test of our European politico-economical square and plumb-line. But I would submit, Sir, that, recognizing the duties and difficulties before us, we should content ourselves with using the best means at our disposal for the attainment of the objects we have in view, without regard to what I may term preconceived ideas, or foregone conclusions upon subjects which call for careful study and much personal observation. Holding these opinions, I feel it my duty to state, as the result of many years' personal experience of the Fijian character, and long and careful study of the subject, that at present, and for some years to come, the easiest, fairest, and most certain means of raising a revenue from the native population, is by the imposition of a tax payable in produce or kind, instead of a tax payable in money. In a Memorandum which I had the honour of submitting some months ago to his Excellency, some of the reasons upon which this opinion is founded are laid down, to which, with the permission of the Board, I will refer:—

"The proposed plan of establishing plantations for the purpose of enabling the natives to provide the means of paying their taxes, requires perhaps a few words in explanation before entering into a sketch of the plan itself.

"In some countries taxes and rent are paid in kind instead of money. In civilized or semi-civilized countries—or those like India and China where the science of political economy is almost unknown—this system largely prevails. The payment of taxes in produce or kind is doubtless a bad one, for experience teaches that public revenue derived from such a source usually suffers so much from the mismanagement and peculation of the collectors, that very little of what is contributed by the people ever finds its way into the Treasury.

"For these and many other reasons, public revenue is better derived in money. It may, however, occur that countries exist, the people of which are rude and

uncivilized, where they tenaciously adhere to the antiquated customs of their race; and where, as they have no money, they must either pay in produce or not at all. Fiji is one of such places. Its people have no money among themselves, and the European trading and planting population (under 900 persons) is too small to provide the bulk of them with work or any other means of gaining money. There can be no doubt also that, if it were possible to collect revenue in money, the same objection would be taken as is taken above to the levying of taxes in kind. In a young Colony like Fiji, with a large native population, the collection of revenue must, in a great measure, be entrusted to native Chiefs. There are two temptations which many Fijian Chiefs find it difficult to withstand: one is that of getting into debt with traders; the other is that of looking upon taxes paid to them by their tribe, on account of the Government, as in part a sort of 'benevolence' to themselves. The facility with which they can get into debt, and accumulate debt upon debt, together with the constant pressure of petty creditors, is the primary cause of their appropriating public money to their own uses. This tendency to accept credit, says a late writer, 'is a state of things which occurs in every part of the world in which men of superior race freely trade with men of a lower race. It extends trade no doubt for a time, but it demoralizes the natives, checks true civilization, and does not lead to any permanent increase in the wealth of the country, so that the European Government of such a country must be carried on at a loss.' The custom of Fijians is to pay their taxes in produce or service, and the custom only requires to be properly defined and settled, in order to produce a fair amount of revenue at a moderate cost of collection."

Since writing the Memorandum from which this extract is taken, I have had opportunities of discussing the project with many gentlemen, for whose opinion I have a very high regard, and one great, perhaps the greatest, objection that they have suggested to me, is that the system is utterly un-English, and must of necessity be regarded with great disfavour by Her Majesty's Government. I confess, Sir, that I do not labour under any apprehension of this sort. I do not think that the distinguished nobleman who now presides over the Department with which this Council is chiefly concerned (I mean the Colonial Office) is unable, in looking at native matters, to look at them in a large degree from a native point of view. My impression in this respect has been considerably strengthened lately by the perusal of a despatch from Earl Grey to the late Sir Harry Smith during that officer's administration of the Government of the Cape Colony. In addressing the Governor as to providing funds necessary to his administration, his Lordship conveys the following opinion:—

"The most convenient form of imposing a land tax in a rude state of society, I believe to be that of requiring from all who cultivate the soil a tithe or some other fixed proportion of the produce, as their contribution towards the public expenditure. This is a mode of raising a revenue for public purposes, which seems to have been the first adopted by mankind in the earliest stages of civilization, and to have prevailed generally among all nations in the remotest periods of which we know anything from history, while in Asia it continues to the present day to be almost universal. It is also a mode of taxation which, in an early stage of civilization, when money is scarce, and when little capital has been invested in land, seems to be the least burdensome that can be had recourse to, though in a more advanced state of society it is the reverse."

Sir, this opinion, advice, or instruction given to Governor Sir Harry Smith, had some years before been given to another Governor in another of our African Settlements, but it might really have been written in reference to England's youngest Colony, so consonant is every line of the extract with the policy required in regard to native taxation. There are other remarks in this and other despatches of Earl Grey's of interest—such as the suggestion "that taxation may be the more easily and justly levied in the shape of tribute from the tribe, than of taxes as due from individuals," but I will not trespass upon the courtesy of the Board by dwelling longer upon the supposed objection suggested to me. It is, however, clear, I think, that the principle of the proposed measure is not altogether unknown, or repugnant to the traditions of the Colonial Office.

I stated, Sir, in the conclusion of the extract from my Memorandum just now quoted, that the rule or custom of the Fijians has always been to pay their taxes or tribute in kind. Such is the fact, and to take advantage of this custom, and use it until the native is brought to a clear perception of what is due to himself and the State, and to a higher degree of social and political organization, will not be a diffi-

cult matter. One of the reasons for the introduction of this measure is to avoid the objectionable features connected with the imposition of the money-tax. This reason will, I think, run through most of the remarks which I shall make presently, but I may here say that though all taxes are in one sense bad, they are unfortunately, or fortunately, as the case may be, necessary. It is, however, customary to have, in the imposition of taxes, not only a fair regard to the means, but to the convenience of the tax-payers.

To demand a tax from the native is to ask of him that of which he has least, and that which it is most difficult for him to obtain. It is neither to consult his means nor his convenience. To demand money, is also to force, for the purposes of taxation, a large and ignorant native population into hasty and unfair relationship with the intelligent and astute European. It is to compel the native to deal upon a system of which he knows little, and to put his trust in weights, measures, and coins, of which, if possible, he knows less. To do this, Sir, is, according to my view, to convert the Fijian into a mere tax-paying machine. A machine for the sole purpose of grinding out a given number of pounds, shillings, and pence per annum; but whose grinding power will yearly become less and less, until it may be expressed by a cypher.

That this will be the result I feel certain, without the past crude system of native trade is superseded by the native becoming a cultivator of the soil, and so producing some article or articles of commerce by his personal exertion and industry, instead of entirely depending, as at present, upon the spontaneous growth and natural productions of the country.

In my Memorandum to his Excellency, I have given the fullest consideration and credit to the natural productions of the country as a source of native revenue from material at hand, but I have chiefly referred to them for their temporary value. while more certain plans for the commercial and financial development of the Colony were being matured. The Bill, now before the Board, is one of those plans, and it has for its main object, the creation of an intelligent and simple system by which the industrial powers of the native people will be largely developed, our general commerce largely increased, and our native revenues made dependent upon something like certainty, instead of upon native caprice and chance.

I am happy, Sir, to be in a position to say, and I trust there are honourable members present who can corroborate my statement, that the principal and long-resident merchants here are in favour of this measure, now that they know its general object. When the subject was first mooted, the gravest and most singular rumours were current as to the intentions of the Government. One gentleman asked me if I thought the Government would rent his plantation; and upon my inquiring why, informed me that it was generally understood that the Government were about to make drafts upon every village for a proportion of its men, with the object of employing them upon Government plantations. This gentleman was very much surprised when he learnt that the Government had no intention of "starting plantations," or of going into business in any way. That its object was to accept taxes in produce, in accordance with the express desire of the Chiefs who lately assembled at Draiba; and to this end it intended assisting the people, by organizing for them a system of native plantations in every district; that the land and all upon it would be and remain the property of the people; and that its produce would be sold upon the spot to any person who might become the purchaser.

I may mention, Sir, that another gentleman who, at the date of our meeting, was on the point of leaving in one of his vessels for a cruize to the islands lying to the north-east of this archipelago, was so surprised on hearing this explanation, that he said, "Why, we have heard, and been under the impression up here that the Government was going to collect all the native produce possible, ship it to Sydney, or wherever you could get the best market, deduct the taxes from the result of the sales, and hand the surplus, if there was any, to the natives." This gentleman, who, I may say, is one of the oldest and most experienced merchants in the Group, was so favourably impressed by the scheme, when he understood its object, as to declare, in his opinion, it would be the salvation of the trading community. He assured me that native trade had so fallen off during the last few years, owing to the growing indolence of the natives and the waning power of the Chiefs, as to force him to seek fresh fields for his enterprise in neighbouring groups of islands. I may add, Sir, that I believe the mercantile men of Levuka

have also a clear conception of the aim of the Government in this measure, and that it now meets with their warm support.

The object of the Bill is not to restrict our inter-insular trade, or to divert it from its present channels, but rather to leave them where they are, and swell the gross productions of the Colony, and thus its exports. The object of the Bill is not to deprive the trader of the business he now enjoys, but to let him enjoy it still, *plus* the increase created by the impulse in the producing power of the Colony, to which it is believed this Bill will give rise.

Having now, Sir, said something of the aim and object of the Bill, I do not propose to refer to its provisions or the mode of its operation until it reaches its second reading; but I should like to consider some other objections which I have heard against it. I may, in so doing, further illustrate the reasons for the introduction of this measure, and I shall be glad to take advantage of so full a meeting of the Board.

I have heard, Sir, 1st, that in principle this measure is an interference with the liberty of the subject; 2nd, that it interferes with the sound principles of trade; 3rd, that it prevents the natives sharpening their intellects by dealing (sharp dealing, I presume) with traders; 4th, that the cost of supervising the system, and of collecting the produce will be great, and the waste of produce large; and 5th, that the pecuniary result will be very much less than if a money tax had been imposed, and enforced with a firm hand.

With regard to the first objection, Sir, I must say that the expression liberty of the subject has to me no very clear meaning, It means a different thing in different parts of the globe. If our own nation is referred to, then I have to say that the liberty of the subject differs even in our Colonial positions. The interference of this measure—if there be any interference—is, at least, for the benefit of the native. It simply directs his labours in an intelligent manner, adds to the power and inducement for production, and permits the native to profit by time and money that he now loses.

When a Government notifies thousands of its subjects that they shall not plant or cultivate any particular article,—opium, for instance,—without a license, and that they must, under severe penalties, sell the whole of their produce to the Government,—that is something worthy of being called interference. But the only interference here is that we propose to make a man work to pay a certain quantity of some article of commerce,—kidney cotton, for instance,—whether he likes it or not, certainly; but this Bill does not contemplate interfering with what he does with the remainder of his crop. He may sell it to whomsoever he pleases.

This cry of "liberty of the subject" and "freedom," in regard to the native race and measures affecting them, is, however, out of place, and can have no weight. For years to come the Fijians will require directing and compelling, much in the same way as children at an industrial school, or, in fact, children anywhere, and happy will it be for them if no false doctrines deprive them of this tutelage.

I know, Sir, there are many people who think that the Fijian, who has been a slave to the will of his Chief all the days of his life, should be made free, as they term it. Such a thing, in its full sense, is impossible. Perfect freedom is a thing that must grow upon the people. Freedom from control is another thing; and it is this sort of freedom that is usually meant. In this sense, I may ask, Free to do as he likes? That, for a Fijian, means, first, to do little; then to do nothing; then to disappear from the face of the earth, killed off by an excess of freedom and mistaken kindness. Well, Sir, does it interfere with the freedom and liberty of trade? I think not. There is, or rather was, an impression abroad lately that an Ordinance had been passed making it a misdemeanour for a native to trade with an European. Wild as this impression was, it was generally believed, reported, and commented upon by Colonial newspapers in the most circumstantial way. But it is unnecessary to say that no such Ordinance is either known or contemplated. Properly speaking, freedom of trade can only be said to exist when there is something in common between the parties, some common proportion of ability and experience; but, as a rule, freedom of trade generally tells, not for, but against a native. What chance has he against the superior tact and intelligence of the European? what is the value of native calculation and foresight? Sir, the mission of the civilized man to the semi-savage is pretty much the same all over the world. It is to overreach him in business, and overcome him in war! His "freedom of trade" is not the liberty to trade with, but upon him.

The characteristics of native life in Fiji are much the same as they are everywhere. Its chief phenomena are irregular alternations of excessive labour and excessive repose,—and so it will continue until the fitful and uncertain habits of the people are corrected. This measure is not calculated to interfere with the freedom of trade in any way, as I before said, but its tendency is to promote those habits of steady industry that can alone develop faculties which are requisite to the exercise of an actual, instead of a nominal, freedom in business.

But, Sir, in connection with this question of freedom of trade there is one, and a most important aspect to which I should like to draw the attention of the Board. I have already said that the system of demanding the native tax in money, which has so many advocates, can lead to no permanent good to the Colony, and I will endeavour to explain why, as it is one of the strongest reasons for this measure. The reason is that the native does not produce anything. I use the words—the produce and the producer—in their highest, and not in their lower or more restricted sense. I do not call the man who catches fish, or who searches the woods for gum-resins or dye-woods, a producer. He is a mere collector, a poacher upon nature's preserves. I call that man a producer who, by his personal exertion and industry, causes two blades of grass to grow where only one grew before, or who replaces rank grasses by fields of waving wheat. It is to produce in this sense that I should like to see the Fijian instructed. It is upon certain and and not upon uncertain industry I submit that the revenues of this Colony should depend.

But, Sir, the Fijian does not produce anything beyond a few yams and taro for the use of himself and family,—as, I am sure, all the unofficial members of the Board can affirm. The Fijian simply sells to the trader so much of the natural productions of his forests or seas as he can with some little labour collect. Of these productions, even when collected, he is by no means careful, and, this is an important point, he takes no measures to increase or even maintain the strength of these natural reserves. They have a limit, therefore, which is not very difficult to define. Is the revenue to depend, Sir, upon this uncertain and unintelligent state of affairs? No one, I think, can gainsay my proposition that at present the Fijian is not a producer. He is no more a producer than the native of the Indian seas who dives for pearl shell until he has exhausted the bed, or the half-bred Indian of South America who destroys whole forests to obtain india-rubber or cinchona bark. And I would here ask honourable members what has been the result in all parts of the world, whether civilised or uncivilised, when there has been a constant demand for any natural production, and no foresight has been exercised to maintain the supply? We know that if the supply is not increased in exact ratio to the demand, that harder work, worse pecuniary results, misery, and sometimes famine follows. As Roko Tui Ra said lately at Draiba, "Of bêche de mer there will soon be none, for the drying-houses encompass the whole land." But how are they going to make the supply overtake or keep up with the demand? The natives cannot sow or plant bêche de mer as they do cotton or coffee seed. It will be the same with pearl, tortoise-shell, and other things, upon which the natives, until lately, entirely depended to provide their money-tax and their little luxuries from traders. The supply will become smaller by degrees and beautifully less, or I am very much mistaken.

A few years ago Scottish fishermen got but 3*s.* 6*d.* per hundred for their haddocks, and earned a decent livelihood, they now obtain 12*s.* 6*d.* but work harder and obtain a bare subsistence. The same thing may be said of oyster beds. Constant demand has caused the exhaustion of what were once natural reserves. Men have cut away their supplies without a thought for the future, much in the same manner as we are, or, I hope I may say, as we were, doing here.

Perhaps no place better illustrates the final consequences of commerce depending upon mere natural productions than those parts of Brazil and Peru that are watered by the Amazon and its thousand affluents. The forests there formerly abounded with resins, oils, balsams, gums, textile plants, dye plants, and medicinal plants.

Language would fail to describe the marvellous natural riches of that favoured region. But at the present day few or none of these things are to be found excepting under cultivation. Sarsaparilla, for instance, which years ago was found wild in vast quantities, is now scarcely procurable. In 1860 a party of up-river traders, searching for it, numbering over 100 men, and having with them twelve

'egaritias," or large canoes, only got 61 quintals, or about 8,000 lbs. weight, in nine months.

What is related by travellers, and stated in official returns, as to the decrease in the vegetable products, applies also to the animal life confined to its waters. Fish and other oils were once obtained there in large quantities, but where they once obtained 36,000 arobas of oil per annum, equal to 1,152,000 lbs., they in 1850. barely got 43 arobas, or 1,376 lbs. Can anything better indicate the futility of attempting to base a permanent commerce upon such a foundation.

Originally the Indian of the Amazon only fished to supply himself with food. The white man came, and fished, dug, and sought both for food and for what we call the necessities of commerce, and the result is, to use a mining phrase, that the claim is worked out. And we shall work our claim out here beyond a doubt, and become a permanent charge upon the Imperial Government, if we do not turn our attention to the cultivation of the soil.

I fear, Sir, that I trespass upon the patience of the Board, but I want to impress upon it the one great fact that the native is not a producer. This is the argument which I intend should permeate the whole of my observations. I desire to repeat it again and again, that the native is not a producer. He gathers in his rough way such articles of commerce as nature spontaneously provides, but he does not increase the supply, he does not make the earth more fecund. He lives upon his principal, and burns, as it were, his candle at both ends. Again, I ask, shall the native taxes depend upon this state of things? I trust not; I trust by this measure, or by a better one upon the same principle, that the native may be trained to the steady production of articles in large and constant demand. And, Sir, I believe that, failing such a measure, that failing the attempt—a difficult one I admit—to inculcate something like an agricultural industry among the natives that they will gradually impoverish themselves, and become a trouble and perhaps a charge and burden upon the Colony. On the other hand, I believe that the success of this measure, which will create a healthy and proper necessity to work in the cultivation of coffee, sugar, and other valuable articles of export, will elevate the natives individually, promote their welfare generally, and permanently advance the best interests of the Colony. For these and many other reasons, which I shall be prepared to enter into at a further stage of the Bill, I cannot admit (even if this Bill went far beyond its actual object and intention) that any interference with the freedom of trade can possibly arise.

To the proposition, Sir, that the native idea may be quickened, and that experience in sharp dealing will conduce to their greater ability and perfection, I I shall not stop to reply, but I am quite ready to argue that point if necessary.

Passing on to the question of cost of collection, I may say that I trust this apprehension is more imaginary than real. In large countries, where the receipt of taxes in kind has prevailed, the area has usually been so large that plunder was easy and detection difficult. The area in Fiji is small, and it is possible to use close supervision over the few officers employed in its collection. Neither copra, cotton, fungus, or bêche de mer are of any personal use to the Fijian. The two latter, articles of luxury to the Chinese, are to the Fijian inedible. All such articles are too bulky to be hidden under a bushel, and too low priced to offer any temptation for manipulation. Loss by decay and bad storage may be sustained, but the loss will be less than if money was collected, for reasons which I have indicated before during the course of my remarks.

And now as to the cost or expense. For what will it be incurred? Will it be incurred solely for the collection of revenue? No, Sir, I submit that it will not. Though the question is raised upon the subject of revenue it cannot be confined to it. This Bill has, in fact, a far larger scope, and will exercise a far greater effect than the raising of a given number of pounds, shillings, and pence. With this question, Sir, is involved the whole progress of the Colony. It means the division of the provinces into districts, and the districts into wards, the opening of roads, and facilitation of general intercourse, the appointment of native ports and centres of trade, the preservation and increase of indigenous productions, the introduction of new sources of wealth, the inculcation of intelligent and industrious habits, the better establishment of our native village communities, and, in short, the general organisation and progress of the 120,000 people who have so lately submitted themselves to the protection and rule of Her Majesty. All these things, and more, are incidental to the scheme of which this Bill is the initiatory step. I may be told that it is a theory and will not work. Well, Sir, at least it is an upward theory, and I

venture to prognosticate it is the only one that will work. To look to the natives for money, for the means of acquiring which they turn only to their natural reserves, is a mistake. It will lead to failure, for it is drawing upon the country's principal to which no one thinks of making any fresh deposit. The Treasurer's drafts upon nature's reserves may be issued for awhile and be met, everything may look well and *couleur de rose* at first, but it will not last; ere long the drafts will be returned with the words "no funds" upon them, written in letters only too easily read. The past experience of native revenue collected in money has not been encouraging. The average quarterly returns under the old Government of King Cakobau did not exceed 1,600*l.* per quarter. During the interval from April to September, 1874, the period usually termed the *ad interim* Government, this average was slightly increased. At that time my honourable friend on the right was my colleague as Treasurer. In that six months we received into the Treasury from native sources a little over 4,000*l.*, but this trifling increase arose by reason of causes that are easily explicable. In the first place we received the revenues from the Province of Lau, which we had not done before. Up to that Maafu had collected and carried to his own credit the taxes levied in the Windward Islands. He perhaps had some encouragement in doing this, but when Cakobau's Ministers and Consular Officers, who together formed a provisional Legislative Chamber, signed a joint demand calling upon him to pay over in future, he did so, and thus the revenue was slightly increased.

Again a large amount (comparatively) of tax money was received from North Viti Levu, which prior to that had paid little. But severe pressure was brought to bear upon the natives, a pressure which I do not think this Government will ever feel disposed to exert.

In our best days with much exertion, and with a very fair degree of organisation, our highest receipts were only at the rate of about 6,000*l.* per annum, an average of about 4*s.* per head of taxable men. Such a sum as this is quite inadequate to the administrative necessities of the Colony. Then came annexation, and moved partly by his own views upon the matter, his Excellency Sir Hercules Robinson abolished the money tax, and assessed every male in twenty days' labour per annum, commutable for a money payment varying in its amount in different districts.

Since that time the revenue from native taxation has amounted on an average to about 900*l.* per quarter, just one-half the amount or little more than it was three years ago. Thus experience would seem to indicate that a labour tax in this form is not productive of happy results.

The Honourable the Attorney-General: But virtually the tax was a tax in money.

The Auditor-General: The tax was perhaps virtually a tax in money, for the simple reason that the natives knew nothing about the system or right of commutation. If they had known it, and acted upon it, the result of native revenue collection in money would have been nil. But they did not know it, and were, as a fact, directed by their Chiefs to pay in money. As the question has arisen, Sir, as to what the tax really was, I will, with permission, endeavour to put the case as it exactly stands at this moment. I do so because an issue may arise as to the respective prospects of taxing in "money" or in "kind." To my mind, there is no question at issue between the two systems. The issue is really one between "labour" and "kind." I will show how I arrive at this conclusion, and state the consequence. In his Excellency's message to this Board at the close of the last year, he informed it, in reference to the money poll-tax existing in 1874, that "that system has been abandoned with the entire approval of Her Majesty's Government, and cannot now be resumed." Cannot now be resumed! Then the question still is between taxes in "labour" and taxes in "kind." Now I should like to ask how it is proposed to utilise the labour? Is it possible to bring the able-bodied men of Lau, the men of Ra and Yasawa, or the men of any other remote part of the Colony for twenty days to Levuka, where, if brought, it would be necessary to create public works for the mere sake of employing them? I think not; this plan would be very expensive and impracticable. Well, could they be employed in their own provinces for twenty days, and if so upon what work? For plantation work the term would be too brief. The same remark applies to road making, or any other similar employment. Then, again, the men must be fed while at work, and have European officers with them to direct their operations. In effect the whole plan is impracticable, and results in nothing, and in consequence the question really is

whether we shall take taxes in "kind" or nothing. That, Sir, is the result at which I think every candid man must arrive.

I do not propose, Sir, to enter into any details as to the proposed working of the Ordinance; that I would rather leave until it arrives at its second reading, or is considered in Committee. My principal object this morning has been to show (I feel that I have succeeded very imperfectly) that the object of this measure is to place our sources of native revenue upon something like a footing of security. I have attempted also to show that the future of the native people depends upon their industry, upon their being taught to improve their agricultural habits, and upon their assistance to swell our colonial exports; not by the fugitive and occasional gathering of nuts and bêche de mer, but by cultivating the soil and "giving nature both thanks and use."

Sir, I believe that nothing short of this measure can prevent the native remaining a mere machine for the special benefit of his white master. No other measure can so readily effect a beneficial change in the habits and manners of the people. It does not interfere with the liberty of persons, or the liberty of trade. It is calculated to promote and not restrict our commercial operations; and when its advantages and anticipated results are fairly estimated, cannot be impugned as likely to entail an unjustifiable expense in its supervision.

Of all the arts, writes a celebrated French author, tillage, or agriculture, is doubtless the most useful and necessary, as being the source whence the nation derives its subsistence. The cultivation of the soil causes it to produce an infinite increase; it forms the surest resources and the most solid fund of riches and commerce for a nation that enjoys a happy climate. The formation, Sir, of a solid fund of riches and commerce, or, in other words, the formation of certain resources of native revenue contemporaneously with the introduction of a new form of native taxation, is the aim or object of the measure which has been entrusted to my care.

I now beg leave to move, Sir, the first reading of an Ordinance to regulate the assessment and collection of native revenue.

The Honourable G. Hennings had much pleasure in rising to second the motion of the Auditor-General. In doing so, he felt it his duty to state that his knowledge and experience of the native race, acquired during his fourteen years' residence in this country, led him to believe that the measure proposed was the only one likely to produce a native revenue adequate to the needs of the Colony, and make, at the same time, a legitimate trade that would benefit both races. The want of steady and intelligent industry among the natives was beginning to be strongly felt, as the exports (excepting those produced by settlers) consisted of articles which in nearly all cases were the indigenous and spontaneous fruits of the land or sea. It was not necessary for him to point out the consequent precarious state of native trade, or the probability that the growing apathy of the natives to reproduce and foster the growth of commercial productions would yearly decrease, and that all hope of raising a revenue from natives would dwindle away into a mere nothing. He believed that this was a timely measure, and that the establishment of cotton and other plantations in the different districts would be profitable; and he felt that the prospect of a certain source of wealth from the scheme was as encouraging as the climate and the soil of the Colony were inviting. Cotton could be easily grown by the natives, as they were well acquainted with its culture. He remembered that the exports of cotton in one year, he thought in 1866, amounted to about 360 tons, from Rewa alone. For some reason, however, the natives had given up their old agricultural habits, and, at present, barely did anything in the way of work. He would also point out that the native chiefs had long felt the necessity of exerting their power to create plantations, to compel their tribes to plant both food and cocoa-nut trees. For some few years past this exertion on their part had been decreasing, and it frequently now happened that if the bread and other forest fruits were destroyed by a gale of wind, the people were reduced to the verge of starvation. He quite agreed that, if the natives were allowed to do as they liked, they would simply do nothing at all. Since this scheme had been under consideration, he had conversed with a large number of mercantile men, and in all instances the measure proposed by the Honourable the Auditor-General had been heartily approved of. In conclusion, he begged to second the motion for the first reading of the Ordinance, as a measure which he believed to be based upon a correct idea of commercial wants and upon a common sense view of the present condition and abilities of the native race.

The Honourable R. Ryder supported the measure introduced by the Honourable

the Auditor-General, although he confessed that, when he first heard of the scheme of collecting the native taxes in kind in lieu of money, he was not convinced that it was a wise step. He had, however, since then gone very fully into the matter, with those best informed on the subject, and he believed that the proposed mode was well worthy of trial, and would, he thought, if properly carried out, prove a success. It was, if carried, adopting a mode in the collection of the native revenue which would no doubt give a large amount of extra trouble to the Honourable the Receiver-General, as compared with the simple mode in which a money-tax could be collected; but he thought there would be so great a difference in the amount of revenue accruing to the Treasury that they were bound to look to the results. The Honourable the Auditor-General had treated the subject in a most exhaustive manner, but he should have liked to have heard a little further detail as to the mode of working the proposed native plantations; but no doubt the mover of the Ordinance was right in reserving such details until its second reading came on. He was satisfied that the cultivation of the inferior and more prolific cottons would be a step in the right direction, but very much would depend upon proper and constant supervision. He would also like to be informed what provision would be made for the due collection of the amount of taxation assessed for a particular district if a proportion of the male inhabitants of that district elected to work or engage their services with settlers in other and distant ones. Are those natives who remain to pay the whole assessment of their district, or would the amount earned elsewhere, and in another manner, go to the credit of the district whence the taxpayers departed? In carrying out the working of this Ordinance, no doubt great vigilance would have to be exercised, as one of the principal objections to the assessment of communities is the probability of a large proportion of people in each village, friends of the Chief, leading men, young Chiefs, and others, escaping altogether, and throwing the whole burden on the remainder. In his Excellency's late Message to this Council he has clearly informed us that the money system of native taxation was abolished by Sir Hercules Robinson, who substituted a lower rate of poll-tax, primarily payable in labour, though redeemable in money, at the option of the taxpayer." We are also informed in that Message, relative to the money poll-tax, that "that system has also been abandoned, and cannot now be resumed."

He thought, therefore, that the Government was left only the adoption of a scheme of native taxation in kind. Bearing in mind the axiom that "soil is the source of wealth, while merchants and others are the mere disseminators of it," it was incumbent on the Government to adopt the course which would draw the greatest amount of wealth from the soil, and at the same time instruct and improve the native, who had hitherto not deserved the name of a producer. After carefully considering this matter, and discussing it with his two colleagues and others, he had come to the conclusion that the payment of native taxation in kind, as provided for by the Ordinance now before the Council, would be both expedient and productive of a large amount of revenue, and he therefore gave a very cordial support to the motion for its first reading.

The Honourable J. C. Smith had much pleasure in supporting the first reading of the Ordinance introduced by the Honourable the Auditor-General. The idea of getting the natives to pay their taxes in kind instead of coin was not a new one to him. In the byegone days of the late Fijian Government, when the necessity of raising a revenue was more felt than now, he had advocated this system. He could well understand that, looked at from an English or Australian point of view, it had many objections; but, looked at from a Fijian standpoint (and that was the point from which to look at it), and taking into consideration the peculiar and exceptional position of the Colony, and the uncivilized state of its native inhabitants, it offered many and just advantages. He could remember, in the years 1867, 1868, and 1869, that the natives used to produce and bring to market large quantities of native-grown cotton and cocoa-nut oil, &c., and that there was a constant demand for bags to hold the former, and tins to hold the latter. At that time the exports of the country consisted very largely of native productions. There was no Government in those days, and the natives were taxed only by their Chiefs, not in coin, but in produce; hence the large production and prosperity of the country at the time referred to. Then came the days of the late Fijian Government, when in the eyes of the law all men were equal, and the taxes had to be paid in coin, the result was that the native produced less and less every year, and now produce almost nothing. He believed a much larger revenue could be raised by the means now proposed than if the old system was adhered to. He expected at first, and until the scheme was

got into thorough working order, that the results would not be so large as might be anticipated; but once the difficulties of detail were overcome, and competent persons appointed to see the initiatory work properly carried out in the province, he felt sanguine of the plan proving a great success. He very cordially supported the first reading of the Ordinance.

His Excellency observed that when the Ordinance came before the Board for a second reading, its details could be gone into. He was not sorry to hear his honourable friend Mr. Ryder term it the Auditor-General's scheme, for if it attained the success which it certainly merited, it would be entirely due to the energy, clear-sightedness, and perseverence of the honourable gentleman by whom the measure had been introduced, and who would be charged with the superintendence of its working. In reference to the inquiry of his honourable friend, as to how the assessment upon provinces or districts would be adjusted in cases where numbers of natives left home and employed themselves with settlers, living in other districts, he thought that matter would adjust itself. There were a great number of Fijians in service now, and it was reasonable to suppose that they would be constantly coming and going, and thus maintain at home the average population that had been estimated. But if there were to arise any great diminution of the population in any of the provinces, it would, of course, be a matter for consideration whether the amount of assessment should not be reduced. Touching the possible favouritism shown by Chiefs, by which an undue share of the common burden might be thrown upon those who were not their personal friends, his Excellency thought that it must be left to the care and watchfulness of the supervising officers. He did not think, however, that the opportunities for wrong-doing would be half so numerous, or half so mischievous, as under a money-tax. The collection of a money-tax must necessarily be left in the hands of native officials, and there was no opportunity of checking peculation, on the one hand, or undue leniency to particular persons upon the other. As regarded the measure generally, his Excellency quite concurred with the observations of the Auditor-General. He believed it to be one by which a greatly increased revenue would be collected, in a manner far freer from exception than any other scheme that could be adopted. He further believed that it would stimulate native industry, largely benefit the commercial interests of the Colony, and prove a powerful instrument for the education and general elevation of the Fijian people.

The Ordinance was then read a first time, and the Council adjourned.

No. 31.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received March 29.)

My Lord, *Nasova, Fiji, February* 16, 1876.

I HAVE the honour to inclose a copy of the address made to the Kai Colos at Na Vola on the 5th ultimo.

2. Your Lordship must remember in reading it that it was prepared with a view to its effect on its Fijian auditors, and that the peculiar forms of expression are due to the fact that it is in truth a translation from Fijian.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure in No. 31.

To you assembled,

I AM going to make a speech to you.

Now, all of you have heard of the great meeting that was held at Navuso last year.

You all know how all the Chiefs of the interior came down from the heads of the Waidina, the Wai ni buka, the Wai ni mala, and from Namosi, Neqarawai, from Noe Roso, and from the banks of the Sigatoka River, and from all the interior of Navitilevu, and gave in their allegiance to the Queen of Great Britain.

Well, after a time the Queen sent me, a Chief of Great Britain, out here to govern Fiji, to put an end to discord, murder, and cannibalism, and to rule all alike and to prevent oppression.

Well, I arrived, and all the great Chiefs of the various islands and coasts of Fiji held meetings at Levuka and at Bau. At the former place I was installed, and read my Commission from the Queen. At the latter the Chiefs all assembled and prepared the "yagona." The "yagona" was made, and the Vuni Valu at Bau, in the presence of all, handed the cup to me, and I drank. All Fiji gave there its solemn pledge of obedience.

Now, heretofore it would have been impossible for any one person to have ruled all Fiji, and it would even now be difficult to do so, but for one circumstance, and that is the perfect unanimity of all the great Chiefs, such as the Vuni Valu at Bau, Maafu, Tui Cakau, Tui Bua, the Chief of Macuata, the Chiefs of Rewa, Nadroga, Kadavu, and in fact of all the Chiefs, in regard to this matter.

They believed that if a Chief of Great Britain were sent to govern Fiji, there would be an end of their perpetual jealousies, so that now, if any one Chief or tribe or section of the country were to become unruly, all the others would assist the Governor in suppressing any disturbance. So you see that peace is secured to Fiji by the fact that all are equally interested in and compelled to put down any disturbance that may hereafter arise. Well, all this could not be if Fiji were ruled by a native Chief, and the country is now strong to suppress evil because all are of one mind in the matter.

Now, all those tribes in the region of and on the other side of the great mountains which separate the waters that flow out at Sigatoka mouth from the waters that flow into the sea at Rewa are now enjoying the benefits of peace, and are living in plenty and comfort, and without fear of attack from without. And now I ask, why is this? I will tell you. Because those Chiefs are men of truth, they are men of character. At the meeting at Navuso, when asked a second time if they were sure they meant what they said when they declared their allegiance to the Queen, they replied, "We are Chiefs; we are men of truth; we never alter what we have once said to deceive others, as some of the coast Chiefs do. We have given our allegiance this day to the Queen, and we intend to abide by it. We think it will be well for us, but, even if it should turn out to be for our harm, we abide by it all the same."

And they have kept their word, and are continuing to act as Chiefs should act; and I tell you they are much respected at this present time for their upright behaviour.

Now, you must know that those tribes I have been talking about are very populous; they inhabit a country thick with trees, with steep hills and precipices and water-falls,—a really difficult country and of large extent. I see present the Chief of Nabuto, who also attended that meeting, and has a good knowledge of the men and the districts I have now spoken about; he can confirm all I have said of them to you.

The district from which you present have come is of altogether a different nature, consisting of low hills, open and grassy, that can be ridden over by a man on horseback, and of comparatively small extent.

Now, some of you belonging to this small part of the interior, and which is of such easy access, have been acting in an unruly manner lately; and, while all the rest of Fiji is at peace, some of you alone are causing disturbance by bad conduct.

Now, I ask you to cease doing evil; remember your women and children, and live at peace. Travel to the salt water whenever you wish to do so; we like you to visit us on the coast. Plant plenty of food, instead of going about making disturbance. Let us all live at peace, so that guns will be of no further use, and let the defensive works of your villages be thrown down and the trenches filled up.

I tell you let there be an end of all this trouble; of what utility is all this evil doing?

Of one matter you may rest assured for ever—the Governor will never oppress you, neither will he allow the Chiefs on the coast to make requisitions of you or to interfere with you.

You have constantly said that you feared and detested the coast Chiefs on account of their overbearing manner to you heretofore. Now I tell you that is at an end; and, with reference to religion, you are now perfectly free to accept Christianity or not, at your free will and pleasure, but you may not adopt or continue practices calculated to bring trouble on the people, or to cause war or ill-feeling between tribes.

No person can become a Christian except through the sincere conviction of his

own mind. I think religion is a great benefit to all, but I shall never insist on your becoming Christians unless you wish it; neither shall I allow any one to molest you on account of your refusing to do so. But it is different with regard to the laws I make for you. I make them for your good, and they must be obeyed by all.

There is one matter of the very greatest importance—you must recognize and obey the rule of Great Britain. You know you cannot be suffered, after having voluntarily given your allegiance, to say afterwards that you are not under the ruling of Great Britain.

And now there are only five other things of great importance that are strictly forbidden to you, that is—

1. You must not commit murder.

2. You must not drag off women nor compel them to take men they dislike as husbands, for this leads to adultery, and that to murder, and wars between tribes.

3. You must not steal, neither may you annoy the settlers on the coast. It is a very good thing for you to go to the coast, and you shall not be prevented, but you must not molest the settlers.

4. You must not allow the carrying about of false reports calculated to cause trouble.

5. You must give up wrongdoers to justice, no matter who they are nor what crime they are charged with.

It is intended to establish a camp in the interior in your midst, and to appoint a person to live there with a body of police, and he will act as the Governor's substitute, and orders will be given him from time to time what to do. You must follow his counsels, obey him, and he will assist you, and generally take the lead in ruling the interior.

The Governor himself has much to do, as there are many islands in Fiji, and no person could possibly do all the work himself.

As for the police, they will not be allowed to act oppressively, and all food taken to them will be honestly and well paid for at the time. By reason of this, and on other accounts, the people of that district where the camp shall be established will become more wealthy and have more influence than that of any other part of Vitilevu.

Now also the laws for the ruling of the people of the interior will be made more easy and simple of comprehension than those for the ruling of the people living on the coast under the Rokos, as at Rewa, Nadroga, Nadi, and Ba. You will be ruled under a different system to these, but this is not to interfere with matters of trade or barter amongst you, nor to affairs of neighbourly or friendly good feeling.

Also this is provided you—you will not, at least for some time, be asked to assist by contributing to the support of the Government of the country; it may be for a year, or for two or three years, or for five years. When you become sufficiently enlightened as to be able to understand the principles under which the country will be ruled you will then have to do the same as those on the coasts have to do.

Understand this: it is not pretended that Great Britain has conquered you, as though you had been taken in war, to be enslaved or carried off to other places.

You are not a conquered people, but Great Britain has joined you to her in order that peace might be established in the country, and for the welfare of all alike. Now remember what you have been told on this point.

And now, as it is not good to give too many orders, little remains to say but this.

Remember the welfare of your wives, your children, and your old people, and plant abundance of food, and live at peace, and any person committing crime shall certainly be punished for it. He may hide for a year or for several years, but he will certainly be caught at some time and receive punishment. Of that rest certain.

Now, some of you Chiefs will come to my house to-night and converse with me on many matters, and when you return to your homes you can tell those who have shown distrust by not coming here that I do not feel pleased at their conduct, which is unbecoming in men holding the rank of Chiefs of Fiji.

This is all the Governor has to say at present.

No. 32.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received March 29.)

My Lord, *Nasova, Fiji, February* 16, 1876.

IN my despatch of the 19th January,* I reported my intention to establish, with the consent of the native inhabitants of the district, a camp of constabulary in the interior, at which the Commissioner for the Highlands would reside.

2. I have now the honour to transmit, for your Lordship's information, a report of proceedings since the 5th January. Mr. Carew has displayed in these transactions his usual good sense and discretion, and I am confident that his presence in the interior will very shortly produce the most satisfactory results.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure 1 in No. 32.

Sir, *Nasaucoko, January* 19, 1876.

I HAVE the honour to forward the following report of our proceedings since the date of the meeting held by his Excellency the Governor at Navola on the 5th instant.

On the day following I embarked on board the Steam-Ship "Fitzroy," accompanied by Captain Olive, the Superintendent of Police, with the party of police forming the guard of honour of his Excellency during the meeting, and arrived at Cuvu Nadroga on the same day.

On the 7th January we embarked the remainder of the police and stores to the number of, in all, 140 men, and arrived in the afternoon at Nadi, from whence we started for the interior on the 13th, taking with us a number of the coast men of Nadi and Sabeto to carry our baggage and the ammunition, camping for the night at a village called "Waiwai," on the summit of the range dividing the watersheds of the Nadi river and the Sigatoka.

On the 14th we proceeded on our march, arriving in the evening at Nasaucoko, a village situated on the Wai-tabu-cake, branch of the Sigatoka river, and four miles from the village called "Wala," and sent out messengers to inform the neighbouring tribes of our arrival and intentions.

On the following Monday, the 17th instant, we started with the ammunition, leaving all our baggage at Nasaucoko, and proceeded in the direction of a small village marked "Vatu" on the sketch map.

After proceeding about three miles, we were met by Nagusudradra, a minor chief of the Naqaqa tribe; after holding a consultation with him, and finding that the whole of the tribes from Nabutautau to the mouth of the Sigatoka were assembling in great force, and that if we proceeded we should certainly be cut off from the coast and be without means of procuring any food whatever in a hostile country, and would, moreover, lose the whole of our baggage left at Nasaucoko, and be the cause of the immediate slaughter of the inhabitants by the tribes, who were enraged at their receiving us in their town, I determined to retire at once to Nasaucoko, and form the police camp until the expiration of the hurricane months now commencing.

I was, moreover, moved to this determination by my desire to avoid forcing a collision with the rebels, and I am now more than ever convinced by subsequent events that I adopted the wisest course under the circumstances.

The enemy were in such force and were so excited by the sudden and unexpected nature of our arrival, that if we had determined to proceed we must have lost many of our small force and have commenced a war which would have found us with our small force quite inadequately prepared for.

On our return a woman came in to say that, on the first discharge of a gun, the Beimana and other people were waiting to rush into Nasaucoko, slaughter the people, and take the whole of our baggage.

I have decided to fortify this position by repairing the palisading, &c., and to remain and await the course of events.

* No. 26.

We have since heard that the tribes had all dispersed after quarrelling among themselves, destroying some of their food plantations, and killing a man.

A rebel town has also, I have learned, fenced itself in and declared for the Government.

The Chief of Beimana has shown signs of friendship, and I expect a visit from him to-day or to-morrow.

It is quite evident that our arrival has thrown the whole of this part of the interior, consisting of about 150 villages, into the greatest consternation.

I have, &c.

(Signed) WALTER S. CAREW,

Resident Commissioner for Colo.

The Hon. A. Havelock,
Colonial Secretary, Ovalau.

Inclosure 2 in No. 32.

Sir, *Nasaucoko, Colo, February* 7, 1876.

I HAVE the honour to forward the following information in continuation of my despatch of January 19, reporting our arrival here, and my intention, unless otherwise ordered, to remain here until the close of the rainy season.

At the time of writing my last despatch, the panic and excitement in the minds of the tribes, caused by what they professed to consider an audacious and abrupt appearance among them, was at its height, but has now subsided.

The Chief of Beimana has paid me a visit to assure me of his perfect loyalty to the Government, and I believe him to be sincere.

Also, I have received assurances from several villages of their intention to remain true to their allegiance, given in at Navaso last year.

It is apparent to me now that the rebellious tribes are perplexed in mind and very anxious, and I have given out that "I am ready to hold out the hand of friendship to all who possess clean hands," but have assured all parties that every person who has committed crime since the hoisting of the British flag shall most certainly be brought to justice.

At present I can do nothing more than wait to give the tribes an opportunity of realizing the great fact that the camp is permanent, and at the conclusion of the rainy season it will, I believe, be necessary to drive out the Naqaqa people and those from Nabutautau, and then form the permanent camp somewhere in this vicinity on the Sigatoka river.

I do not consider it in the least probable that any tribes who have committed crime, or taken active part in resisting the Government, will give in unless they had an amnesty full and complete for all past offences.

I have the honour to state, in conclusion, that I intend to leave this for Levuka at the end of this month, when I trust to make matters clear, which, from absence of maps, would now seem to be an impossibility.

I have, &c.

(Signed) WALTER S. CAREW.

Resident Commissioner for Colo.

The Hon. A. E. Havelock,
Colonial Secretary, Ovalau.

No. 33.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received April 18.)

My Lord, *Nasova, Fiji, January* 25, 1876.

I HAVE the honour to inclose the copy of a Report from Lieutenant Colonel Pratt, R. E., Surveyor-General, and Dr. MacGregor, Chief Medical Officer, on the eligibility of Suva as a site for the capital.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure 1 in No. 33.

Sir, *Levuka, November* 27, 1875.

IN accordance with your instructions, we, accompanied by Lieutenant Lake, R.E., proceeded to Suva on the 11th instant, examined the ground in the vicinity of Suva Bay, and returned to Levuka on the 21st instant.

The following statement shows the nature of the work performed:—

Journal Date.

Left Levuka at 9·45 A.M., but were so long in crossing to the Rewa River, that the owner of the steamer would go no further than Na Dawa. November 11.

Landed at Suva at 10·30 A.M. Inspected the ground from the Store to the south of native village and about a mile inland. November 12.

Went about two miles to the north-east to Mr. Cuthbert's plantation, looking for water and at the general configuration of the ground; then to Suva Point, and back to Suva. Went across the watershed to Laucala Bay, and inspected that district. November 13. November 14.

Looking for sites for reservoirs at Suva, making military sketch, sanitary inspection of native town, inspecting head of Suva harbour. November 15.

Military sketch continued up Tamavua River as far as whale-boat could go; inspected native town up the river as far as canoe could go, and on as far as it was practicable to walk up the bed of the stream. November 16.

Inspected the river and native town of Vei-sese, and the river and native town of Lami. November 17.

Sketch continued. Sinking holes for water at Suva and getting geological specimens. November 18.

Two of the party made a further inspection of the upper part of Lami River, and one the western side of Suva Bay, to a point twelve miles from the head of the bay. November 19.

Returned to Na Dawa. November 20.

Returned to Levuka. November 21.

The attached rough tracing indicates the portion of ground which was inspected. Trace of ground.

The ground lying between Suva Bay and Laucala Bay is extremely undulating and mostly covered with dense undergrowth and trees. It would be very difficult to trace the watershed running from Suva Point to the northward. The highest points on the ridge are 400 to 500 feet above the sea-level, and these points are about the centre of the peninsula. General description of ground.

On the eastern side, towards Laucala Bay, the undulations of the hills merge into a mangrove swamp some hundred yards wide down to high-water mark. Laucala.

On the western side, towards Suva Bay, the undulation of the hills continues down to high-water mark between the Star Creek and the native town of Suva. Suva.

At the head of Suva Bay is a mangrove swamp of from one-half to three-quarters of a mile in depth, and intersected by three creeks caused by the rivers Vei-sese, Lami, and Tamavua. Head of Suva Bay.

From the edge of the swamp northward, the ground begins to undulate, the ridges getting successively higher till the watershed of the Wai Manu River is reached. All the ground here is densely timbered.

On the west side of Suva Bay the ground rises more abruptly, and is densely timbered, with strong undergrowth from the great rainfall. There are no creeks or rivers. Water very shallow. West of Suva Bay.

The water at the head of Suva Bay is very shallow at all times of the tide.

Laucala Bay affords good anchorage, but as the tide leaves from 400 to 500 yards of reef bare at low water, as the bay is fringed with mangrove swamp, intersected here and there with brackish creeks, and no water-supply is available, the land bordering on the bay is not well-adapted for a town site. Site at Laucala.

From the point marked on trace as Star Creek down to the native town of Suva, the undulation of the hills, as before stated, extends to high-water mark. East side of Suva Bay.

Attached is a military sketch of this portion of ground, which appears to be the most suitable site for building operations, if certain difficulties as to water-supply be overcome.

The southern slope of Star Creek is too steep for building on. From the ridge of this slope to the Nubuluko Creek, the ground is very irregular and undulating, and is mostly covered with dense undergrowth and trees. From the Nubulako creek to the native town of Suva, the undulation of ground and slopes towards the

sea are more gradual, and would afford a good building site, the ridges for nearly a mile inland rising successively to an altitude estimated as 160 feet.

Soil. The soil here is a light loam, in many places very shallow, and resting on an imperfectly-laminated clay-stone, erroneously called soap-stone. This stone varies in depth and density, and will probably be found to grow harder as the depth of cutting increases.

The stone is impervious to water, and tanks or reservoirs cut out in the rock would probably require no puddling or retaining walls.

Water supply. There is no doubt that the difficulty of settling a large population on this site is the want of a proper water-supply. A tank to contain sufficient water to supply a population of 1,200 with ten gallons a-day for two months, would involve an excavation of 120 ft. by 80 ft. by 12 ft., allowing for no waste.

The gathering ground for such a reservoir, or two tanks half the size, would, from the nature of the site, be small and within the limits of the township, thereby being liable to be impurified.

The expedition to Mr. Cuthbert's plantation, for some miles in a north and easterly direction, satisfied us that water could not well be obtained in that direction.

Water from Tamavua River. But, on the 16th instant, we proceeded up the Tamavua River.

There is a plentiful supply of good water from this source—apparently a good fall for the conveyance of water, and a possibility of bringing the water some four or five miles in iron pipes. A decisive opinion as to the difficulty, the amount of water, and the gradient, could only be arrived at after a track through the bush had been cleared and a correct line of levels taken.

On the hill to the south of Nubuluko Creek we found a spring; but it will be necessary to sink a well or well-tubing before pronouncing on the existence of water or otherwise at Suva ridge. We think it probable that there is water, but the amount is problematical.

It appears possible that water from the Tamavua River might advantageously be stored in tanks on the ground immediately south of the Star creek (levels permitting), and thence supplied as required.

Of course, on a site like this, the dry-earth system of closets would be used, and arrangements might be ordered whereby the rainfall on houses might be utilized.

Nabuliko Creek. The Nubuliko creek supplies a considerable quantity of water during rain, but then runs dry. This creek is fringed with a belt of mangrove swamp, which could easily be reclaimed, and the creek used as a boat harbour.

The foreshore at the mouth of the creek might easily be reclaimed down to low-water mark, the reclamation to be carried as far south as may be found desirable. These reclaimed sites would be very valuable for commercial purposes, store-houses, &c.

Extension of town. A town on the site suggested could be extended in a southerly direction over the native reserve land, which is adapted for building purposes.

Communication. A road could be constructed so as to place this site in direct communication with Rewa.

Rainfall. We saw no signs of excessive rainfall on the Suva ridge, and it appears probable that a large proportion of the rain which is carried over this ridge is deposited on the higher and more densely timbered ground to the north and west of Suva Bay.

Tamavua River. This stream brings a large body of water into the creek at the head of Suva Bay.

We took a whale-boat up to near the native town, which is on the top of a precipitous hill some hundred yards from the river, and about a mile from the head of Suva Bay. The sanitary condition of the town was good (report attached). We then proceeded a mile or so further in a canoe, which could not be got farther, then walked up the bed of the stream. The average width here was 30 to 40 feet, the water often 2 ft. 6 in. deep, and a good current.

Rather less than a mile from where the canoe was left, a waterfall 40 or 50 feet in height came into the stream from the north bank. It being an exceptionally dry season, the amount of water falling was inconsiderable. In wet weather there must be a heavy fall. A quarter of a mile farther on the stream bifurcates.

We ascended the northern branch for several hundred yards. The bed of the stream is here cut out of the solid rock, with deep holes and fissures. At the point where we stopped the sides of the river were precipitous, and there was a cut across the river ten feet deep from bank to bank, and many yards wide, forming a natural

reservoir. The altitude of this point appears to be 130 to 140 feet above sea-level, but it is very difficult to estimate correctly such altitudes.

The river is about forty yards wide up to the native town, with alluvial flats, and steep ground in the immediate neighbourhood. As the river is ascended, the hills close in on the river and get gradually steeper.

Vei Sese River. We proceeded in a whale-boat up the Vei Sese Creek to the native town (Sanitary Report attached) but a few hundred yards above the town the mangrove bushes nearly closed the stream, which appears to be an inconsiderable one.

Lami River. We ascended the Lami Creek to the native town, which is on a low wet site, surrounded by mangrove swamp, and about half-a-mile from the bay. On this first occasion we had to return to Suva Bay to save the tide.

On a second occasion Dr. McGregor and Lieutenant Lake proceeded further up the Lami River, while Lieutenant-Colonel Pratt was examining on the west point of Suva Bay.

There is a large body of good water in this stream, and undulating ground on the bank at one or two miles from the head of Suva Bay, on which buildings could be placed. Timber and stone are abundant. But the mangrove swamp would have to be cleared down to the sea, precautions taken against inundation of the ground cleared, and a channel cut out for a long distance at the head of Suva Bay to render access possible for boat at all times of the tide. As before stated, the water at the head of Suva Bay is extremely shallow.

The following is a short recapitulation of points referred to :—

Recapitulation. 1. Near Laucala Bay there is no good building site.

2. The ground to the north of the native town of Suva is the best site if water can be obtained.

3. Water may be obtained at Suva by boring, or by leading it from the Tamavua River ; experiment requires to be made.

4. The only other site is on the banks of the Lami River where the water difficulty is got over, but there is a difficulty and expense in providing access.

(Signed) F. E. PRATT, *Lieutenant-Colonel, R.E.*
WM. McGREGOR, *M.D.*

His Excellency the Governor of Fiji,
&c. &c. &c.

Sanitary Report.

As the sanitary condition of a native town near any proposed site is to a great extent an index to the healthiness or otherwise of that site, inquiry has been made as to the condition of Tamavua, Suva, Lami, and Vei Sese, and a Report is subjoined.

Suva Town. This town when inspected contained 169 inhabitants. Of these 160 were healthy, 5 children suffered from coko, 1 child rheumatism from coko, 1 man inflammation of groin gland, 1 old woman bronchitis, 1 man fever and dysentery.

It appears, therefore, that there is no endemic disease in this locality, and that the sanitary condition is very satisfactory. Coko is a disease common to Fijian children. The only serious case, viz., fever and dysentery, could not be traced as having its origin in any malarial source. During the measles' epidemic Suva lost about one-fourth of its population.

Tamavua Town. This town contains forty-four inhabitants. Of these, one child suffered from coko, one man from erysipelas.

About one-fourth of the original inhabitants died of measles.

The sanitary condition is very satisfactory.

Lami Town. The Chief, the missionary, and most of the men absent from this town, so that exact statistics as to numbers could not be obtained, but there was sufficient evidence to show that the place was in a healthy condition.

Vei Sese Town. The absence of chief and men from this town as far as Lami prevented the collection of proper statistics that the place was evidently not in a healthy or satisfactory condition.

General remarks. From the configuration of the ground and the appearance of the vegetation it is seen that there is at Tamavua, Lami, and Vei Sese a much heavier rainfall than at Suva. The three first-named towns are backed by high and densely-wooded ranges, while the Suva ridge is opener, undulating, and wind-swept.

The hard impervious clay rock underlying the Suva ridge insures a healthy site as far as geological reasons are concerned.

The configuration and tenure of the land near Suva would admit of almost any extent of ground being acquired readily for Government or town purposes.

Inclosures 2 and 3 in No. 33.

Maps.

No. 34.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received April 18.)

My Lord, *Nasova, Fiji, January 25, 1876.*

I HAVE had the honour to receive your Lordship's despatch of the 17th of November,* respecting the site of the future seat of Government.

2. When I dispatched my telegram of the 19th instant I had not received this despatch, had I done so that telegram would, if sent at all, have been somewhat differently worded.

3. I have now the honour to forward the Report of Lieutenant-Colonel Pratt, R.E., Surveyor-General, which points out forcibly the unsuitability of Levuka as a site for the seat of Government, and the extreme risk and expense which would attend any attempt to render it suitable for a capital.

4. In Lieutenant-Colonel Pratt's observations I entirely concur.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure 1 in No. 34.

Sir, *Levuka, January 25, 1876.*

I HAVE the honour to submit a Report as to the site of the town of Levuka.

General position. I attach a trace, giving the compass bearings, and roughly indicating the site of the town and the lay of the country in its immediate neighbourhood. From this it will be seen that a range of hills, of which the steep slopes come down to the sea-beach, extends from the site of the town for miles to the north and south. Here and there, as at Vagadace, Levuka Driembu, and Nai koro koro, there are bays of small extent, the landward fringe of each bay being a flat alluvial deposit, formed of the *detritus* washed down from the hills; the low land being from 4 to 10 feet above high-water mark, and of limited extent.

The deposit on which Levuka is built covers some 40 acres. In the other bays in the vicinity, the area between high-water mark and the steep slope of the hill does not exceed an acre or two per day.

Winds. The prevailing trade wind being from the south-east, it will be seen that, during the colder part of the year, when this wind is prevalent, the current of the wind blows straight into the town from the sea, but is stopped by the high back-ground; while, during the excessive heat, when the wind is from the north, the site of the town is, if I may use the term, airless.

Harbour. The position of the coral reef following the direction of the coast-line at a distance of about one mile from shore, with the passages opposite Levuka, anchorages, shelter from hurricanes, &c., have, I believe been fully reported on by the Naval Department.

Site of Levuka. As before stated, the town of Levuka is built generally on a flat piece of ground, lying between the foot of the hills and high-water mark.

Levuka flat. I attach an illustrative sketch of the general conformation of the ground, on which the level part, that is, the part adapted for a town, is coloured green.

Area. The area of this part of the ground is 40 acres. In no part is it more than 10 feet above the level of the sea, and in many parts only 3 or 4 feet.

Hill slopes at Levuka. The hill-sides round this level portion are steep, from 10 to 35 degrees; mostly very hard conglomerate rock, cropping out on the surface of the ground.

* No. 33 of C. 1404 of 1876.

(1825 10/96. 1531)[F.O.658]

SKETCH PLAN OF GROUND

NEAR

S U V A.

Scale, 6 inches = 1 mile.

(1875. 10/96. 1531) [F.O. 658]

Harrison & Sons, Lith. St Martins Lane W.C.

To extend the town up these slopes, it would be necessary to lay out the hill-sides in terraces. These terraces, even if only made the width of a path, with sites of houses on one side of the path, would be very large works; the entire width of site required must be blasted out of the solid rock, and then the sites would be most undesirable from the refracted heat. Terracing and extension of town inland.

The buildings of which Levuka is composed consist of about 300 edifices. The best of them slightly framed, weather-boarded, wooden houses; most of them one storey, some twenty or thirty of two storeys; all of them houses which, in a richer Colony, would be esteemed of but little value. I should say that an average good house in Levuka would stand or last about seven or eight years. Present state of buildings in Levuka.

The water with which Levuka is supplied is taken from the two mountain rivulets shown on sketch. There is no doubt but that, with considerable outlay, arrangements could be made for storing the water of these streams at high levels, and supplying the town properly. At present the arrangements for getting water are in a crude state, but improvement in this respect will shortly be made. Water supply.

On one point there is no doubt. No engineer would undertake, in this region of tropical rain and other climatic disturbances, to make a cheap dam to hold back one of these streamlets, which at times assume large proportions, and which will one day seriously damage the town property.

I now come to the main requisite for a healthy town in the tropics, viz., an efficient system of drainage. Drainage.

In Levuka at present the sewage is managed on the dry earth system. The closet-pans are cleared at very short intervals, and the sewage sent out to sea in a proper barge and let free. This disposal of sewage near coral reefs is objectionable, but, till lands are more cultivated or manure required, there appears to be no option.

But when the question of surface or subsoil drainage is entered on at Levuka (as I have had to do in connection with instructions from the Board of Health), a difficulty presents itself, and I confess I see no satisfactory solution of it.

This level piece of alluvial ground on which Levuka stands is only from 4 to 10 feet above high-water mark, but when you cut a ditch down to the level of high-water mark, you come on the water itself. Subterraneous water.

Therefore, to drain the ground by running off the water is an impossibility; and any other scheme to remove the subsoil water effectually would, from the expense involved, be to all intents an impossibility in this locality. Drainage.

I have already stated that the extension of the town inland by means of terracing is impracticable, except at great expense, and not advisable. Extension of town or population inland.

There is no way of extending the town along the sea shore on account of the configuration of the ground. Laterally.

There is certainly a foreshore which might be reclaimed, but every objection to such a step exists here. Reclamation.

The surface between high and low-water mark is a coralline formation, but only 2 feet thick, and with water underneath.

The stone for reclamation purposes is of the hardest conglomerate (in one case we had to give up trying to remove a stone from the expense of jumping a hole into it). Placed, as this stone would be, in prolongation of the level site of the present town, there would always be a damp foundation to houses built on reclaimed land here.

If, then, from the increased prosperity which all hope these islands will attain, it became necessary to provide for more inhabitants at the capital, to make, in fact, the population more dense, and lay out streets, &c., I must report that the absence of subsoil drainage will prove a very serious matter. Increase of houses on present site.

I do not think it possible to put a town down on this site, utilizing the full value of the town lands, without incurring great risk of epidemics. So many people in one place, and the ground like a sponge underneath their houses, must result in rendering the whole soil impure.

I have further to report that it is almost impossible to get a site in Levuka for any Government purpose. The whole of the land is in private hands; a great deal of it in the hands of the Wesleyan body, who lease their lands. Value of Land.

The price asked for good sites, or even bad ones, is simply absurd.

I have had the greatest difficulty in putting down most of the houses required for any Government purpose any where near the most desirable locality.

I may state here that from my short experience of these islands, I do not think this last difficulty as to buying sites exists anywhere except at Levuka.

Climate.

Of course, after a stay of three months only, I cannot state from personal knowledge the difference, if any, of the climate of Levuka from any other place. Planters and others who have to come here say it is hotter than most of the islands.

I attach the meteorological register for the last twenty-five days, to show that the heat here has been great.

General considerations.

I hardly know whether it lies within my instructions to report on any general grounds for making Levuka a capital or rejecting it as one, but I may state the general feeling of confinement on this island.

There is not, and never will be, any place to walk to; the hills at the back are too steep for road making; and if one must go by the shore, a boat is more convenient. As far as the troops are concerned, it is evident that, for the future, their principal work will be on the big lands (Viti Levu or Vanua Levu).

The main source of wealth will, probably, be also in these big islands.

I regret that time has not permitted me to supply a tracing of the actual survey of the town, which is completed, or to send more finished drawings and a more detailed report.

I have, &c.

(Signed) F. E. PRATT, *Lieutenant-Colonel, R.E.,*
Chief Resident Engineer.

His Excellency the Governor,
Fiji.

Inclosure 2 in No. 34.

Meteorological Observations.

Levuka, Fiji, January 25, 1876.

Date.	9 A.M.							3 P.M.				
	Barometer corrected and reduced to 32° Fahrenheit.	Dry Bulb.	Wet Bulb.	Dew Point.	Elastic Force of Aqueous Vapour.	Maximum Thermometer.	Minimum Thermometer.	Barometer corrected and reduced to 32° Fahrenheit.	Dry Bulb.	Wet Bulb.	Dew Point.	Force of Aqueous Vapour.
1876												
January 1	29·678	84	78	72·0	0·776	85	75	29·625	83	76	72·5	0·787
2	29·638	86	72	65·0	0·617	86	72	29·623	85	77	73·0	0·801
3	29·612	85	79	76·0	0·882	86	73	29·571	89	81	77·0	0·910
4	29·634	85	79	76·0	0·882	89	74	29 597	89	82	78·5	0·955
5	29·661	87	82	79·5	0·986	90	75	29·636	89	83	80·0	1·001
6	29·719	86	81	78·5	0·955	90	79	29·668	89	83	80·0	1 001
7	29·719	87	82	79·5	0·986	90	78	29·683	85	81	79·0	0·970
8	29·741	85	80	77·5	0·925	87	77	29·687	89	82	78·5	0·955
9	29·752	84	80	78·0	0·940	90	77	29·703	86	82	80·0	1·001
10	29·745	77	76	75·5	0·868	90	75	29·658	78	77	76·5	0·896
11	29·415	80	77	75·5	0·868	81	75	29·533	84	79	76·5	0·896
12	29·708	85	80	77·5	0·925	86	72	29·699	85	80	77·5	0·925
13	29·773	87	82	79·5	0·986	88	74	29·736	85	80	77·5	0·925
14	29·800	87	81	78·0	0·940	88	74	29·703	86	81	78·5	0·955
15	29·749	85	80	77·5	0·925	89	75	29·685	84	78	75·0	0·854
16	29·777	86	80	77·0	0·910	88	77	29·723	82	79	77·5	0·925
17	29·803	86	79	75·5	0·868	88	72	29·747	85	78	74·5	0·840
18	29·805	86	79	75·5	0·868	89	74	29·741	88	83	80·5	1·017
19	29·775	87	80	76·5	0·896	90	76	29·669	90	82	78·0	0·940
20	29·750	87	80	76·5	0·896	91	74	29·671	89	81	77·0	0·910
21	29·786	86	80	77·0	0·910	90	73	29·724	91	81	..	..
22	29·812	88	81	77·5	0·925	92	72	29·780	91	82	..	..
23	29·859	86	80	77·0	0·910	92	76	29·797	92	82	..	..
24	29·872	85	78	74·5	0·840	92	74	29·806	91	82	..	..
25	29·828	87	82	79·5	0·986	91	76	29·768	89	83	80 0	1·001

Inclosures 3 and 4 in No. 34.

Maps.

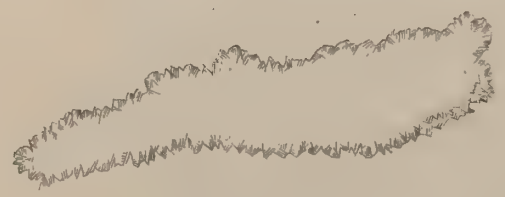
PORTION OF THE

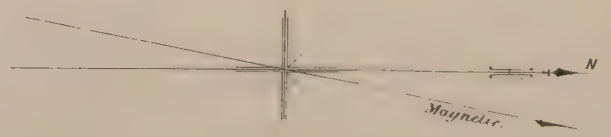
EASTERN COAST OF OVALAU.

FIJI.

Tracing from Admiralty Chart.

Scale, about 3 inches = 1 mile.





26. 1. 76.

(1835 10/76 1531)[F 0. 658]

Sons Lith. St Martins Lane W.C

LEVUKA. OVALAU.

F I J I.

Scale 10′ = 1 mile.

Level ground coloured

J. S. Pratt
Lt-Col. RE
25/1/76. Survey a Genl.

Pilkington
Lieut. RE
24. 1. 76.

No. 35.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received April 18.)

My Lord, *Nasova, Fiji, January 25,* 1876.

I HAVE had the honour to receive your Lordship's despatch of the 10th of November,* on the subject of the purchase of a vessel for the service of this Colony.

2. I will, in the first place, reply to the suggestions contained in the third paragraph of your Lordship's despatch.

3. A sailing-vessel of the character indicated would not in any manner meet the requirements of the Colonial Government. The wind here usually blows from one and the same quarter; and a voyage from west to east is as tedious and uncertain as a voyage from east to west is usually of ready accomplishment.

The late Commodore Goodenough deprecated the idea of the purchase of a schooner for the Colony quite as strongly as myself.

4. Your Lordship is aware that I greatly preferred the idea of hiring a private steamer to that of purchasing one for the exclusive use of the Government; but when I found that the most advantageous terms on which I could make such an arrangement would have involved the hire of a small and old vessel, without any decent passenger accommodation, at an annual cost of very nearly equal to that at which I could effect the purchase of a new and well-built steamer, I had no hesitation in abandoning my own preconceived idea in favour of the juster views of Sir H. Robinson.

5. I have in a previous despatch reported the circumstances under which the purchase of the "Fitzroy" was effected; and it is with some surprise, as well as with regret, that I perceive that in your Lordship's despatch now under acknowledgment it is assumed that I shall take no further step towards supplying the wants of the Colony in this respect, without a previous reference to your Lordship.

6. In Sir Hercules Robinson's scheme of expenditure for the past year a sum of 5,000*l.* is put down for the purchase of a steam-vessel for the Colony.

In commenting on this scheme of expenditure, your Lordship remarks in your despatch unnumbered of the 4th March, as follows:—

"It is not possible for me now to express an opinion on each item; but I may observe that if, as I anticipate, you find it necessary to provide that steam communication among the islands shall be at the command of the Colonial Government independently of Her Majesty's ships, it may be preferable to enter into arrangements for subsidizing a commercial steamer, and not to resort to the very costly proceeding of purchasing and owning a Colonial vessel."

That is to say, your Lordship anticipates that I shall find it necessary to provide that steam communication among the islands should be at the command of the Colonial Government independently of Her Majesty's ships, and suggests that I may find it preferable to make the necessary provision in one mode rather than in another. That I shall make it in some manner seems to be assumed; and I certainly understood a certain amount of discretionary power to be thereby entrusted to me, as to the mode in which I should secure services which were admitted to be necessary to the working of the Government.

7. I had several conversations with the late Commodore Goodenough as to the species of vessel best suited for service in these waters; and my present experience has firmly convinced me that such a vessel as is described in his letter of the 10th June (and to which description the "Fitzroy" very nearly answers), will fully meet all the requirements therein set forth; nor do I understand on what data such a vessel has been supposed inadequate for such contemplated service. A vessel of 169 tons burthen would, unless peculiarly built as to draught, be unable to cross the bar of any river in Fiji.

I have, &c.
(Signed) ARTHUR GORDON.

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* Not printed

No. 36.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, April* 29, 1876.

I HAVE the honour to acknowledge the receipt of your despatch of the 25th of January,* forwarding a copy of the Report of Lieutenant-Colonel Pratt and Dr. Macgregor on the eligibility of Suva as a site for the Capital of Fiji.

2. I observe from this Report that, in addition to the difficulty of obtaining fresh water, the shallowness of the water in both bays would seem to be a serious objection to this site.

3. My despatch of the 17th November, 1875,† has already informed you that it would be necessary to consult the War Office and Admiralty before deciding upon the choice of a capital, and I propose, as soon as I am in possession of the reports of the proper officers upon the other sites which you have indicated, to place myself in communication with those Departments on the subject.

4. I have also received your despatch of the same date,‡ forwarding the Surveyor-General's Report upon Levuka as a site for the Capital of the Colony.

I have, &c.
(Signed) CARNARVON.

No. 37.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, April* 29, 1876.

I HAVE received your despatches§ containing a brief account of your meeting at Na Vola with the mountain tribes of Viti Levu, the latter inclosing a copy of your address delivered on the occasion.

2. I have also had before me your further despatch of the 16th February,‖ forwarding copies of two Reports from Mr. Walter Carew, Resident Commissioner for the Province of Colo.

3. I had not failed to notice in Mr. Carew's previous reports his reference to the disturbed state of feeling which existed in the highlands, and his apprehension that troubles might be expected to arise unless action were at once taken; but I cannot but observe, with regret and some uneasiness, the much more serious tone which pervades the reports inclosed in your despatch of the 16th of February, more especially when I remark that the tribes of the interior are referred to as "rebels" and "the enemy," and that it was found impossible for an armed Police Force of 140 men to make an advance into the country, although your despatch of the 19th of January informed me that it was with the entire assent of the mountaineers that the camp of the armed constabulary had been established.

4. I have every reason to believe that Mr. Carew has acted with the same judgment and moderation which I have before noticed in his dealings with the native tribes, and in approving the steps taken on the present occasion, I can only express a hope that the firmness and energy of the measures which have been adopted may suffice to avert any outbreak.

5. Meanwhile I shall look forward with anxiety to the receipt of full information of everything which takes place in the Island, where there seems much reason to fear that considerable elements of danger exist.

I have, &c.
(Signed) CARNARVON.

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* No. 33. † No. 33 of C. 1404 of 1876.
‡ No. 34. § Nos. 26 and 31. ‖ No. 32.

No. 38.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received May 23.)

My Lord, *Nasova, Fiji, March* 14, 1876.

I HAVE the honour to transmit, for Her Majesty's gracious allowance and confirmation, an Ordinance "to Regulate the Assessment and Collection of Native Taxes."

2. A copy of the draft of this Ordinance was inclosed in my despatch of the 16th February,* in which despatch I also explained at some length the objects of the Ordinance and the motives which had led to its enactment. I will now proceed to explain in detail the clauses of the Ordinance itself,

3. The preamble recites the Resolution of the Legislative Council on which the measure is based, and the first section (a purely formal one) provides a short title for the enactment.

4. The second section directs that the Legislative Council shall annually by resolution assess the amount of the tax to be paid by the native inhabitants of each province during the following year, and is the most important clause in the Ordinance.

5. The third, fourth, fifth, and sixth sections provide for the creation of provincial Boards of Assessment, to consist of the principal white and native authority in each province, and of two Assistant Assessors to be chosen by the local native Assessors, whose election is afterwards provided for by section ten. These Boards will be presided over by an officer to be called "the Provincial Assessor," but whose jurisdiction need not be, and, as a matter of fact will not be, limited to a single province. Each Board will regulate the manner in which the contribution imposed by the Legislature is to be spread over the district, and the amount of produce which must be raised to realize it, and the seventh section makes it the duty of the Assistant Assessors to carry out the directions—as to reports, inspections, &c.—they may receive from the Provincial Assessor. The eighth section provides that all objections made by any village or district to the amount of their assessment shall be considered by the Governor in Council.

6. The ninth section gives authority to the Governor to divide the provinces of the Colony into districts and wards for the purposes of this Ordinance. The tenth section provides for the election by the native inhabitants of a local Assessor in each district.

7. The eleventh section empowers the Governor in Council to make regulations for carrying out the details of the Ordinance, which may be enforced by fine not exceeding 2*l.*, or imprisonment not exceeding twenty-one days; and the twelfth provides that all such regulations shall be laid before the Legislative Council at its next subsequent meeting; whilst the thirteenth provides that any fine or imprisonment incurred for breach of such regulations may be commuted for one day's labour for every shilling of fine, or two days' labour for every day of imprisonment.

8. The fifteenth section, in order to meet the effect of unforeseen calamities, such as hurricanes, floods, or drought, authorizes the Governor to remit any part of the assessment made on any province.

9. Finally, as the year 1876 had already commenced when the Ordinance was passed, the sixteenth section enacts that the assessment contained in the Resolution of the Legislative Council of 31st December, 1875, shall be the assessment for the current year.

10. In my despatch of the 16th February,† I observed that I might very possibly omit to use arguments, my familiarity with which made them appear too obvious to require mention, and on re-reading that despatch I perceive that this has been the case in at least one instance, and that I have neglected to point out the strong objection to the money poll-tax, founded on the fact that its practical effect on the natives was not only not to stimulate production, but, if I may make use of such a term in such a connection, to exhaust their capital.

11. The Fijians, though eminently an agricultural, are not a producing people, so far as regards any articles, except those used for their own consumption. In the days before European influence was brought to bear upon them, they worked in community, either to supply the wants of the tribe (and to neglect them meant

* No. 30. † No. 30.

famine), or by the orders of their chiefs, whose commands were enforced with the club. But their ideas of work are almost entirely of collective work, and to satisfy a demand made upon him individually by a money tax, a native will sell anything he may have in his possession, such as carved weapons and bowls, as curiosities to a white man, or he will strive to collect the produce nature has already provided, such as cocoanuts, pearl shell, and *bêche de mer*. To plant a grove of cocoanuts from which no return could be expected for some years, or to cultivate any plant (except those the produce of which they themselves use) with a view to selling it for money, does not enter into a Fijian's mind, neither, indeed, would it meet the immediate object of supplying him with the means of defraying his taxes for the current year.

12. That the natives are really skilful gardeners and workmen there is no doubt, as is attested by the extensive and cleverly laid out and irrigated taro beds to be seen along the course of every rivulet, and the remains of much larger works of the same description, deserted on account of decrease in population, bear witness to their skill and industry in the days when the power of their chiefs was far greater than it is now.

But were the money poll-tax renewed and enforced, I have no doubt that in a few years' time the capital, if one may so call it, that nature has provided, or the forethought of the old chiefs has left them, will be exhausted. The cocoanut trees will gradually disappear, and the over-fished reefs will fail to yield more pearl shell oysters or *bêche de mer*.

The people, with nothing left with which to satisfy the demands of the tax-gather, will take refuge in the woods (as they did in former days when suffering from famine, or driven there by the misfortunes of war), where they would probably become at least as great a source of annoyance and trouble to Government as the negro squatter in the West Indies, if not a source of far greater danger, or they would crowd Government prisons as defaulters to the tax, and it would be impossible to find public works on which to employ them.

Some, it is true, would go to the plantations of white men to work, but there is not room for the employment there of the whole population, nor, however desirable it may be to encourage such labour, is it at all desirable to promote it to such an extent as to involve, as in such a case it would, the complete destruction of the race, all hopes of preserving which must be given up if the people are to be severed from all ties of kindred and home, and are to see all their village system and tribal organization broken up.

13. I must now turn to the Report of the Attorney-General on this Ordinance, which I have also the honour to inclose, and which is one of the strangest documents of this description which has ever come under my observation.

It cannot properly be described as a Report upon this Ordinance, for it contains no analysis of its provisions, or statement of the effect of its different clauses, almost the whole of the paper being devoted, not to any examination of the provisions of the laws or even a discussion of its political expediency, but to comments on a single sentence in the speech made by the Auditor-General when moving the first reading of the Ordinance, the sole statement made by the Attorney-General with regard to the provisions of the Ordinance itself being one which I can only characterize as utterly incorrect. To this statement I will address myself before I proceed to deal with the general argument of the Report itself.

14. The Attorney-General commences his Report with the startling announcement that "the principal legal effect of this Ordinance is to enable his Excellency the Governor from time to time to make certain regulations for imposing and levying native taxes." But this is not the fact. No clause of the Ordinance grants any such power. On the contrary, the second section of the Ordinance carefully reserves to the Legislative Council, and to the Legislative Council alone, the right and duty of imposing native taxes.

The eleventh section of the Ordinance is, I presume, that to which the Attorney-General alludes.

But this only gives power, no unusual one, to the Governor in Council to make regulation, not for "imposing and levying taxes," but for carrying out the details of the Ordinance.

It is perfectly clear, on the most superficial perusal of the Ordinance, that no tax can be "imposed" except by the authority of the Legislative Council, or "levied" in any other manner than that prescribed by the Ordinance itself.

15. One phrase in the preamble to the Ordinance is also noticed by the Attorney-General. It is that which refers to the meeting of Chiefs at Draiba, to any mention of which he objects, on the grounds that the Chiefs there assembled were "barbarous;" that their approbation of the new scheme of taxation was "qualified," and that it was dictated by selfish motives.

M. de Ricci is quite mistaken in supposing that the new arrangement is one likely to be specially advantageous to the Chiefs. On the contrary, whilst the former system was one which afforded them ample opportunity of favouring their own friends, of making illegal exactions from those they disliked, and of retaining in their own hands, without risk of detection, moneys due to the Government, such opportunities are, under present arrangements, altogether wanting.

M. de Ricci is equally mistaken in supposing that the approval of this scheme (an emphatic and not a "qualified" one), was simply the expression of selfish preference on the part of the Chiefs.

In the first place, it is remarkable how even indifferent Chiefs feel themselves bound on public occasions to think and speak for their people; and secondly, that, though the meeting was popularly called one of Chiefs, the presence of magistrates and scribes made it very thoroughly representative. The mode in which the largest amount of taxation could be raised from the native population with the least difficulty and harshness was one of the points for the consideration of which the meeting had been called, and I cannot think that the assent and approval of those about to be taxed a matter of indifference, or a fact unworthy to be mentioned; nor do I altogether assent to the Attorney-General's use of the word "barbarous." That Fijians are as yet very imperfectly civilized is no doubt true, but when the great advance made by them during the last twenty years is considered, the term employed is, I think, too harsh. Between the educated, orderly, Christianized natives of the coast provinces and the wild highlanders of the interior there is well nigh as great a difference as between the coast Fijians and ourselves. I myself place them on much the same level as the Hovas of Madagascar, whom, in many respects, they very strongly resemble, and who have certainly shown no want of aptitude for civilization.

16. I now turn to the general argument of the Attorney-General's Report, which is based chiefly on a single sentence of Mr. Thurston's speech, to which I have referred, and deals less with provisions really contained in the Act than with the legal effect of others that he believes that it is intended to insert in it, though when or how he omits to state.

17. The Attorney-General argues that the system to be introduced by this Ordinance is virtually a system of slavery, and considers it to be so because the tax-payer is allowed no option as to the mode in which his tax is to be paid. He says: "Practically, between the one and the other" (*i.e.*, between slavery and the system to be established under this Ordinance) "no moral difference exists, for it will be observed that under such conditions the individual native is afforded no option as to the manner in which his taxes shall be paid." But what tax-payer is afforded the option of paying his taxes in such manner as pleases him?

The Englishman is made (there is no option in the matter) to pay his taxes in money, for the simple reason that it is the most convenient plan, the progressive though slow advance of civilization having occasioned the overthrow of the older systems suited to a rude or semi-civilized society, a money-tax has been substituted for personal service or payment in kind.

18. The Auditor-General's words as printed were:—"But the only interference here is that we propose to make a man work to pay a certain article of commerce—kidney cotton, for instance—whether he likes it or not, certainly. But this Bill does not contemplate interfering with what he (the native) does with the remainder of his crop. He may sell it to whomsoever he pleases."

What difference in principle would have been involved had the words run thus:—"But the only interference is that we propose to make a man pay a certain number of coins—shillings, for instance—whether he likes it or not, certainly; but this Bill does not contemplate interfering with what he does with the remainder of his earnings or capital."

The fact, however, seems to be that the Attorney-General is disposed to see a special magic in money that he cannot see in money's worth. He is opposed to what I may term first principles in dealing with the native race. It would, in his opinion, be just and lawful to impose a tax on every native in the Colony, and in default of payment to imprison or otherwise punish him.

To procure money in order to pay his tax the native must sell produce of some sort, he must sell it at a sacrifice; he may have infinite vexation and difficulty in conveying his goods to market, and in finding a purchaser, but still the Attorney-General would have him pay in money; "he is," to use his own words, "to have no option." Money or the treadmill. To accept produce, or to order taxes to be paid in produce so as to spare the native much vexation and trouble, to take no more out of his hands for taxes than will find its way into the Treasury, is to do him a wrong; to help him to raise his crops is to create "Government plantations;" and to teach him an intelligent system of agriculture is to initiate a system of slavery.

19. The charge of being an abettor in the introduction of a system of slavery is one at which I can afford to smile. Whatever my errors, my official career during the last ten years affords, at all events, ample proof that my disposition has been rather to be too keenly sensitive to the possibilities of oppression than to show any indulgence towards those who were disposed to exact involuntary servitude from their fellow men.

Were it worth while I could easily show that the money-tax system, as worked here two or three years ago, really did introduce a form of slavery, and that, although it might now be more carefully supervised, its tendency here would always be in this direction. The Attorney-General (who has evidently never read Sir James Stephen's masterly exposition of the difference between them), appears to confound all compulsory labour with slavery. How is it, then, that the law lately in force requiring twenty-one days' labour from every male Fijian does not come under his ban? I am at a loss to understand.

20. When the Attorney-General says that the Fijian is not told "You, in common with all other British subjects, are liable for certain purposes to taxation, you are taxed accordingly at a certain sum which must, in such manner as may be hereafter prescribed, be paid in good and lawful money of Great Britain, or its equivalent after a fixed tariff to be agreed upon, or at the upset market price, or in default thereof you shall be liable to compulsory labour on the public works of the Colony, or on Government plantations to be established for that purpose," I presume he means that this is what he ought to be told. But what benefit can come of telling a native anything about "good and lawful money of Great Britain," who can be induced (as on the visit of the "Cossack" and "Gazelle" to Matuku) to accept a 1*d.* in preference to a 1*s.*, because it is larger? Why, indeed, talk about "good and lawful money of Great Britain," when our own white countrymen and women here are living on maziena and yams, and are so poor that the Colonial Government has to pay off and return their labourers to their homes. The necessity of the day is to produce something without which no "good and lawful money of Great Britain," or any other country, will gravitate in this direction.

21. The Attorney-General does not say that the tax imposed is too high, that it can be increased or diminished at the pleasure of the collectors, that it obstructs the progress of the natives or of the Colony at large, nor any other reasonable objection, but he avers that the natives to all intents and purposes are told "you shall have no option as to the manner in which your taxes are paid, whether you like it or not you must work on our Government plantations, or in default you shall be fined or imprisoned."

22. Why the Attorney-General should have introduced the term "Government plantations" into his report I know not. He is not unaware that these plantations are solely and absolutely the property of the natives. Certain persons who desire to monopolize the time and labour of the Fijians attempted unsuccessfully to fasten the term "Government plantations" upon them, because the term seemed suggestive; but the Attorney-General must know better. I again say that there are no Government plantations, and that such plantations have no existence except in the imagination of the Attorney-General and of the Levuka gossips, from whom the learned gentleman appears, in this instance, to have drawn his inspiration.

23. That it is intended that natives shall pay their taxes in the manner prescribed, "whether they like it or not," is undoubtedly true; but at the same time I beg leave to say most emphatically that there can be no question as to the very decided preference of the natives for the mode of taxation introduced by this Ordinance.

24. "Native district plantations," in the provinces of Tai Levu, Rewa, and Naitasiri, have been made by the people since the 1st of January last, under the direction and advice of one person. The native population of these provinces is

between 30,000 and 40,000. If the natives had not liked the plan it would have been simply impossible to make them carry it into effect with so very little assistance. What I here say in respect to these provinces is strictly applicable to the whole of the Colony. Had there been time to have them copied, I would have inclosed some very interesting reports on this subject.

25. As to giving the natives an option, in addition to all other reasons against it, I may say that such a course would, as things are, be quite unworkable. The natives would simply sit still and do nothing, Bau would wait to see what Rewa did, and Rewa would wait to see what Kadavu did, and so on. Again, in matters of this sort, there is nothing that a native so much dislikes as to be told to please himself. This may seem strange to one who, like the Attorney-General, has never been beyond Levuka, is unacquainted with a word of the native language, has never had any confidential or free intercourse with a single native, but it is true, and it is an instance of the difficulties any gentleman is likely to experience who legislates for a people of whose habits and modes of thought he is unacquainted.

It is better, therefore, to avoid both the right of "option" and the adoption of a mixed system. Produce every native can raise, money he cannot. No practical good can come from ordering the people to pay "in good and lawful money of Great Britain," or in its good and marketable equivalent, when it is a matter of public (and unfortunate) notoriety that they have neither the one nor the other, and that to gain the first they must raise the second. Technically it might be expedient to use this language, as the words have something of a statutory jingle about them, but I see no other reason for so doing.

26. That the plan adopted is by no means a perfect one I am painfully aware. Practically it is not possible to attain to anything like perfection in a matter of taxation, any more than in any other department of politics. It is only a choice of difficulties, and what is even absolutely right has often to give way to what is expedient and practicable. It is the business of the Legislature to look to the practical results and influences of different taxes or modes of taxation, and to resort in preference to those by which the revenue may be raised with the smallest inconvenience. But in this, as in every similar matter, the welfare of the people should be the prime consideration, and that mode which is the best fitted to promote this is the one to be preferred.

I have, &c.
(Signed) ARTHUR GORDON

Inclosure 1 in No. 38.

Statement on Ordinance No. 4, 1876.—"*An Ordinance to regulate the Assessment and Collection of Native Taxes.*"

THE principal *legal* effect of this Ordinance is to enable his Excellency the Governor, from time to time, to make certain regulations for imposing and levying native taxes, which shall, prior to being laid before the Legislative Council, have the force and effect of law.

As there may be some doubt, however, as to the nature of such proposed Regulations, it will be convenient here to quote the following extract taken from an official statement made by the Auditor-General in Legislative Council on the first reading of this Ordinance, referring to an objection made that this measure is an interference with the liberty of the subject, the honourable member said :—

"But the only interference is, that we propose to make a man work to pay a certain quantity of some article of commerce—kidney cotton, for instance—whether he likes or not, certainly, but this Bill does not contemplate interfering with what he does with the remainder of his crop."

If, then, it may be assumed, from the tenor of the above quotation, that the effect of any one of these proposed Regulations might be such as to permit that a British subject may be made to work, "*whether he likes or not,*" or, in other words, that a man may be compelled, contrary to his own free will, to labour on those plantations which the Government proposes establishing, "for the purpose of

enabling the natives to provide the means of paying their taxes" in kind, it appears to me this enactment would but in effect be sanctioning a system so nearly approaching that of slavery that (saving the life of the Fijian is not subject to the absolute and uncontrolled power of his master), practically, between the one and the other, no moral difference exists, for it will be observed that under such conditions the *individual native* is afforded no option as to the manner in which his taxes shall be paid; he is not told "you, in common with all other British subjects, are liable for certain purposes to taxation, you are taxed accordingly at a certain sum, which must, in such manner as may be hereafter prescribed, be satisfied in good and lawful money of Great Britain, or its equivalent, after a fixed tariff to be agreed upon, or at the upset market price, or in default thereof you shall be liable to compulsory labour on the public works of the Colony, or on Government plantations to be established for that purpose."

But, on the contrary, he would, to all intents and purposes, be told "you shall not exercise any free will or option as to the manner in which your taxes shall be paid, whether you '*like or not*,' you must work on our Government plantations, or in default you shall be fined or imprisoned."

Moreover, the circumstance referred to in the preamble of this Ordinance of certain barbarous Chiefs (narrowly regarding their own interests only), having given a qualified approval of a mode of taxation from the incidents of which they are themselves exempt, cannot surely be adduced as an argument in favour of such taxation, if in point of fact it be indeed undesirable, illegal, or opposed to sound policy, or should it amount *pro tanto* to a sacrifice of the rights of the community.

Nor do I apprehend that the foregoing objections touching the fortune and the liberty of the subject can be equitably overcome by the Government inserting, as is I believe intended, that a superfluous quantity of produce shall be raised by such compulsory labour in order that, by returning to the producer those results of his forced toil not required for the payment of taxes, the concluding words of the quotation before referred to may be verified, viz.. "this Bill does not contemplate interfering with what he does with the remainder of his crop." I am convinced that this can at best be but regarded as a technical expedient which, *pro salute populi*, still less in the interest of the Government, cannot be safely resorted to or relied on.

But, on the other hand, if these proposed Regulations have no such object as has been suggested, are free from those objections I have endeavoured briefly to point out, and are not likely I presume to be otherwise opposed to law, then from a legal point of view only I am of opinion the Royal Assent may properly be given to this Ordinance.

(Signed) J. H. DE RICCI, *Attorney-General.*

Attorney-General's Office, Levuka, March 7, 1876.

Inclosure 2 in No. 38.

No. 4, 1876.

An Ordinance (enacted by the Governor of the Colony of Fiji, with the advice and consent of the Legislative Council thereof) to regulate the Assessment and Collection of Native Taxes

(L.S.) Arthur Gordon. February 17, 1876.

WHEREAS by a Notification contained in the Fiji Government "Gazette," No. 2, of Tuesday, 13th October, 1874, it was directed that every male Fijian between the ages of 16 and 60, excepting those specially exempted, should be taxed or assessed in personal service at the rate of twenty days in each year.

And whereas such Notification was continued in force by an Ordinance passed in Council on the 1st day of September last past, entitled "An Ordinance to continue temporarily certain Laws, Ordinances, Proclamations, and Regulations adopted, enacted, or made prior to the Proclamation of the Royal Charter, under the Great Seal of the United Kingdom, erecting the Fiji Islands into a separate British Colony."

And whereas at a Council of native Chiefs, holden at Draiba in the month of September last, it was recommended to his Excellency the Governor that the substitution of a tax in kind for that in labour would be expedient as being more in accordance with native customs, as well as productive of a larger amount of revenue. Preamble.

And whereas the Legislative Council did by Resolution on the 31st day of December last past, revoke and repeal the aforesaid Notification of the 13th of October, 1874.

And whereas it is expedient to make other provisions in lieu thereof.

And whereas the Legislative Council did, on the 31st day of December last past, determine that the amount of native taxes to be paid by each province or district should be assessed annually by Resolution by the Legislative Council, and further that such taxes shall be paid out of the proceeds of the sale of native produce, to be raised at such time and in such manner as might subsequently be prescribed by law.

Be it, therefore, enacted by his Excellency the Governor, with the advice and consent of the Legislative Council, as follows :—

I. This Ordinance may be cited for all purposes as the Native Taxes Ordinance of 1876. Short Title.

II. The Legislative Council shall annually, and before the close of the month of November in each year, by Resolution, assess the amount of tax to be paid by each province of the Colony during the ensuing year. Tax to be assessed annually.

III. There shall be in each province a Board of Assessment, consisting of some fit and proper person to be appointed by the Governor, who shall be styled the Provincial Assessor, the Roko Tui of the province, the Stipendiary Magistrate of the district, and two persons who shall be styled Assistant Assessors, elected by the native Local Assessors hereinafter mentioned. Local Boards of assessment.

IV. It shall be lawful for the Governor, if he think fit, to appoint the same person to be Provincial Assessor in more than one province. Provincial assessor may act in more th one province.

V. The Assistant Assessors shall be under the direction and control of the Provincial Assessor, and shall obey all lawful commands given by him. Assistant assessors

VI. Such Board shall assess the amount and description of produce, the sale which at prices to be fixed by public tender will realise the sum at which the province has been assessed by the Legislative Council. Duty of local boar

VII. Such produce shall be raised or collected in such manner and at such places in the respective provinces as the said Board, with the approval of the Governor, may from time to time appoint and direct, due regard being had to the local circumstances of such provinces. Manner of raising collecting taxes so assessed.

VIII. Every objection made to such assessment or direction, whether made by any member of a Provincial Board of Assessment, or the inhabitants of any province, district, or ward village assessed, shall be considered and determined by the Governor in Council so soon as may be after being informed thereof. Objections, how c sidered.

IX. It shall be lawful for the Governor, for the purposes of this Ordinance, by Proclamation under his hand, to divide the different provinces of the Colony into districts and wards and such divisions by any subsequent Proclamation under his hand to amend or alter. Governor may sub divide the provinc

X. There shall be in every such district one or more Local Assessors as the Governor may direct to be elected by the native population of such district. Natives may elect local assessors.

XI. The Governor in Council may from time to time make Regulations for the carrying out of this Ordinance, which Regulations when published in the "Royal Gazette" shall have the same force and effect as if they had formed part of this Ordinance, and may be enforced by penalties of fine and imprisonment, to be recovered in a summary manner before any Stipendiary Magistrate. Provided that no such fine shall exceed 2*l.*, and no such imprisonment shall exceed twenty-one days. Regulations, mann of making. Proviso.

XII. All such Regulations shall be laid before the Legislative Council at its next subsequent meeting to their adoption. Regulations to be before the Council

XIII. When any fine or imprisonment is imposed or made under the Regulations hereinbefore mentioned, it may, if the Governor shall so order, be commuted for labour at the rate of one day's labour for every 1*s.* of fine, or two day's labour for every day of imprisonment. Commutation of fi or imprisonment.

XV. It shall be lawful for the Governor to remit the whole or any part of the assessment made in any year. Tax may be remit

XVI. The assessment for the present year 1876 shall be that contained in the Assessed tax for 18

Resolution of the Legislative Council of the 31st day of December last past, and set forth in the Schedule hereunto annexed.

Passed in Council this 10th day of February, in the year of our Lord 1876.

SCHEDULE.

	£	s.	d.
Lau	1,500	0	0
Cakaudrovi	2,000	0	0
Macuata	2,000	0	0
Bua	1,500	0	0
Lomai Viti	1,500	0	0
Tai Levu	3,000	0	0
Natasiri..	750	0	0
Rewa	4,000	0	0
Kadavu	2,000	0	0
Nadroga..	1,500	0	0
Ba and Yasawas	1,000	0	0
Ra	750	0	0
Namosi	500	0	0

No. 39.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received May 23.)

My Lord, *Nasova, Fiji, March 27, 1876.*

THE inclosed correspondence with regard to the purchase of the steamer "Fitzroy," was copied and put aside for transmission to your Lordship some time ago, but appears until now to have been overlooked.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure 1 in No. 39.

Sir, *Colonial Secretary's Office, Levuka, September 23, 1875.*

WITH reference to the offer made by you on the part of Mr. Manning, of Sydney, for the sale of the steamer "Fitzroy" to the Colonial Government, I am directed by his Excellency the Governor to inform you that he is prepared to authorize the purchase of the steamer for the price mentioned, viz., 6,000*l.*, on the following conditions:—

1. That the vessel, her engines, fittings, &c., be examined and approved by a Board of Survey, consisting of the Superintendent of the Mercantile Marine, and such other person or persons as may be approved by his Excellency the Governor of New South Wales.

2. That the vessel, engines, fittings, &c., be placed in repair, and completed in accordance with the lists handed by you to his Excellency.

3. That the cost of the passage of the vessel from Sydney to Levuka be borne by Mr. Manning; also the return passages to Sydney of the master sent in charge and of the crew, in the event of their services not being retained by the Colonial Government.

4. That the vessel be delivered in good order at Levuka before the 30th day of November, 1875.

I have, &c.

(Signed) A. E. HAVELOCK, *Colonial Secretary.*

Carl L. Sahl, Esq.,
Levuka.

Inclosure 2 in No. 39.

Sir, *Levuka, September* 24, 1875.

I HAVE the honour to acknowledge the receipt of your two letters of yesterday.

In the former you inform me that his Excellency the Governor is prepared to authorize the purchase of the steamer "Fitzroy," for the sum of 6,000*l.*, on certain conditions.

In connection with this matter I beg to request that I may be furnished with a copy of the inventory, which I handed to his Excellency the Governor, in case a copy of it should not be in Sydney.

In your letter you request me, in case the purchase of the "Fitzroy" steamer is concluded, to ship a full cargo of steamer coal, for the use of the Colonial Government.

Your instructions shall have my immediate attention on my arrival in Sydney.

In case you wish to have the steamer insured after she is handed over to the Colonial Government, I shall be glad to receive your instructions.

I have, &c.

The Hon. the Colonial Secretary, (Signed) CARL L. SAHL.
Levuka.

Inclosure 3 in No. 39.

Official No. of Ship, 71,832. Name of Ship, "Fitzroy."

Port No. and year of Registry	36 of 1875.
Port of Registry	Sydney.
British or foreign built	British.
How propelled	Screw.
Where built	Sydney.
When built	1874.
No. of decks	One.
No. of masts	Two.
Rigged	Fore-and-aft schooner.
Stern	Elliptic.
Build	Carvel.
Galleries	None.
Head	Billet.
Framework	Wood.

	Feet.
Length from fore-part of stem, under bowsprit, to aft-side of head of stern-post	95·6
Main breadth to the outside of plank	17·5
Depth in hold from tonnage-deck to ceiling, midships	—
Depth in hold from upper deck to ceiling, in the case of three decks and upwards	8·2
Length of engine-room (if any)	20

Particulars of Engines (if any).

No. of Engines.	Description.	Whether British or Foreign made.	When made.	Name and Address of Makers.	Diameter of Cylinders.	Length of Stroke.	No. of Horses' Power combined.
					Inches.	Inches.	
3	High pressure, surface condensing	British	1875	P. H. Russell and Co., Sydney	12 12 9	20 20 10	40

Gross Tonnage.	No. of Tons.
Under tonnage-deck	83·46
Closed-in spaces, &c.	—
Poop	—
Forecastle	—
Round-house, aft	44·19
Other closed-in spaces	—
Gross tonnage	127·65
Deductions as per contra	40·85
Registered tonnage	86·80

Deductions allowed.	No. of Tons.
On account of space, propelling power ..	40·85
On account of spaces occupied by seamen, &c.	—
Total deductions	40·85

Inclosure 4 in No. 39.

Sir, *Sydney, October* 13, 1875.

REFERRING to my letter of yesterday with reference to the steamer "Fitzroy," I beg to inform you that I have just received a telegram from Mr. Manning, to the effect that he accepts the offer for the steamer, and that she leaves Brisbane for this port to-day, to be put in thorough good condition; and that the steamer will leave for Levuka directly she is passed by the Board of Examiners on behalf of the Fiji Government.

I hope to report, by "Egmont," as to the time when the steamer will leave Sydney.

I have, &c.

The Hon. the Colonial Secretary, Fiji. (Signed) CARL L. SAHL.

No. 40.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received May 23.)

My Lord, *Nasova, Fiji, March* 27, 1876.

THE Fiji Government "Gazette," of the 10th February, 1875, issued by direction of Sir Hercules Robinson, contains a notification to the effect, "that in all cases in which default has, or shall have been made by employers, in payment of wages due to Polynesian labourers, or of passage money for their return to the islands, and in which cases payments have, or shall have been, made by Her Majesty's Government, all sums so paid by the Government shall be a first charge upon the lands in respect to which the services of such labourers have been rendered."

2. Of this notification your Lordship has, in your despatch to me (unnumbered) of the 4th March, 1875, expressed entire approval.

3. A somewhat difficult question has, however, arisen with respect to the interpretation of this notification. Its words are, that "all sums so paid by the Government shall be a first charge upon the lands in respect to which the services of such labourers have been rendered."

4. But in some cases these sums have been disbursed in payment of labour employed by persons only holding a lease of the lands on which the labour has been engaged, and which, perhaps, form a part only of the lessor's estate.

Of course these persons are themselves personally liable in the first instance for their debt to the Government; but supposing, as is usually the case, that they have nothing with which to satisfy such claims, is, or is not, the land to be held responsible for them? And, if it is, should that responsibility extend to the whole of the proprietor's estate, or only to that portion of it which may have been leased to the actual employer of the labour?

There is something to be said on both sides.

5. It may, of course be argued, with some force, that it is hard to make the proprietor responsible for the debts of the lessee; that having already, perhaps, suffered from having a bad tenant, who has neglected the property and paid him no rent, he should be yet further exposed to the possible loss of the land itself on account of that tenant's default.

6. On the other hand, it may be argued, not only that the proprietor benefits by the improvement of the land effected by the labour employed on it by the tenant, but that if it be admitted that sums advanced by Government are not to be considered a first charge upon the lands when advanced in payment of labourers by a lessee, it will be possible to avoid all liability on this score, by, in all cases, providing a nominal tenant by whom the labour should be ostensibly engaged.

7. This last consideration has great weight with me, and, on the whole, I am disposed to consider that the lands should be bound, whenever the labourers employed on it are paid off by the Government, whethey they have been employed by the proprietor or by a leaseholder; but that, in the latter case, only so much of the lands as have been so leased should be held liable.

8. I have, however, promised to submit the question to your Lordship for decision, and I now inclose copies of a correspondence which has passed between Mr. McConnell of Taviuni and myself on the subject.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure 1 in No. 40.

Sir, *Ardmore, Vuna Point, December* 18, 1875.

I DO myself the honour of bringing under the notice of the Governor that several planters on this island, and, I believe, many more in the Colony, a few years ago made over their landed property by gift to their wives, at a time when their creditors could not, as now, obtain legal protection, without great risk and expense.

These parties are now applying to the Lands Commissioner for Crown grants on behalf of their wives, which, if granted free, will be prejudicial to their creditors, and I hope that his Excellency can adopt some measure that will prevent such a fraud.

2. On the 9th December, 1872, a Mr. John Prender leased from me eighty acres of land, a portion of my Ardmore property, for the term of eight years from the 1st day of May, 1872, at the yearly net rental of 20*l.* sterling, payable half-yearly, with other considerations. There are now over due three half-years' rent; therefore, having broken the lease, in accordance with one of its clauses, I can enter into possession or eject him by process of law.

3. On proving my title to this property a few days ago before the Lands Commissioners at Wairiki, they informed me that a claim for wages due to certain Polynesians employed as labourers by the said tenant, Mr. John Prender, was entered as a charge against the property, and I understood them to say that no certificate of title could be entertained or granted until these wages were paid.

Being anxious in securing, if practicable, a property by obtaining a Crown Grant, upon which I have invested a large capital, will you kindly inform me if such is the Government's decision, "that the landlord's property, and interest thereof, shall be held responsible for the tenant's liabilities in respect to his labourers' wages."

I have, &c.
(Signed) JAMES McCONNELL.

The Hon. the Colonial Secretary,
Levuka.

Inclosure 2 in No. 40.

Sir, *Colonial Secretary's Office. Levuka, January* 7, 1876.

I HAVE the honour to acknowledge the receipt of your letter dated 18th of December, 1875.

2. In reply to the inquiry contained in the first paragraph of your letter, I am directed by the Governor to inform you that, until the Lands Commissioners have reported, he is unable to give you a definite answer; but his Excellency feels confident that the Commissioners will in no manner sanction anything tending to encourage fraud.

3. With reference to the second question contained in your letter, I am directed to forward to you a copy of a notification published by order of Sir Hercules Robinson in "Government Gazette," No. 15, February 10, 1875, bearing on the subject, and also an extract from the Secretary of State's despatch dated 4th March, 1875, by which you will perceive that the Lands Commissioners had ample authority for the information they gave you on the subject at Wairiki.

His Excellency desires me to add, that it appears to him that, possibly, the case of lessees was not distinctly contemplated by the framers of the above-mentioned document.

On the one hand, it may be contended with some plausibility in such a case as that mentioned by you, that the lands have been improved in value by the labour expended on them, and, consequently, that the owner is fairly liable for the expenses of such improvement in the event of the tenant being unable to pay them; on the other hand, it may be maintained that the lessor is in no way responsible for the default of the lessee.

4. His Excellency directs me to inform you that he does not consider himself empowered to decide on this matter himself.

He will submit the question to the Secretary of State for the Colonies.

I have, &c.

(Signed) A. E. HAVELOCK, *Colonial Secretary.*

James McConnell, Esq.,
Ardmore.

No. 41.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received May 23.)

My Lord, *Nasova, Fiji, April* 8, 1876.

IN continuation of my despatch of the 16th February,* I have the honour to inclose the two last Reports received from Mr. Carew, from which your Lordship will perceive that everything is proceeding satisfactorily in the Highland district.

2. I have no official communication from Mr. Carew of later than that now inclosed, but a private letter from him, of the 22nd ultimo, has reached me, of which I also inclose an extract.

3. Mr. Carew continues fully to justify the very high opinion I have formed of his tact, judgment, and special suitability for the work entrusted to him.

4. The accompanying photograph of the village and camp of Nasaucoko may, I think, interest your Lordship. It is from a drawing taken by my Private Secretary, Mr. A. Gordon, on a recent visit to Mr. Carew. Until the arrival of the police force at Nasaucoko in January last, it had, I believe, never been visited by a white man.

I have, &c.

(Signed) ARTHUR GORDON.

Inclosure 1 in No. 41.

Sir, *Nasaucoko, Colo, February* 16, 1876.

I HAVE the honour to forward the following account of events since my last despatch, dated February 7, 1876.

* No. 32.

Immediately after the arrival at our camp of Koliköli, Chief of Beimana, to inform us of his intention to be loyal to the Government, I had a visit from Nabiri, the Chief of Matanabilalevu, on the Wainavau creek, on and near which are situated several villages, whose people I believed to be faithful to their professions of loyalty made at Navuso last year.

He came by a circuitous route to inform me that they all intended to remain faithful to the Government, and, after a long conversation, I dismissed him with a small present for himself and for the Chief of Vunatawa.

During his absence from home on his visit to me, the people of Nasue, a small village allied to Naqaqa, went to Matanabilalevu and forcibly took away two women, and did other damage by way of punishing him for coming to see me, and for showing fidelity to the Government.

These women are, I believe, still detained by the Nasue people.

Last night messengers I had sent fourteen days ago to Nadrau with letters and messages for Wai-ni-mala tribes returned into camp, bringing with them a Chief of Nadrau, and letters and messages from the Chiefs of Wai-ni-mala, conveying the strongest assurances of their intention to remain true to the Government, and to obey any orders they may receive.

The native ordained Minister of that district also writes privately, in answer to a note from me, to say that he has watched the behaviour of the Chiefs of his district most carefully, and he is most thoroughly convinced of their loyal intentions.

I have also heard that the Naqaqa and other malcontents had been to Nabuto, on the head of the Wainavau creek, and commanding the passage of the road to the Wai-ni-mala, taking "tabuas," and to ask that "if they (the Naqaqa and others), after holding out against the Government, should at last prove too weak, would they, the Nabuto people, give them their sympathy and assistance, and open the way for them (the Naqaqa people) to run to the Wai-ni-mala for protection and assistance?"

They were informed that they would receive no assistance from those tribes, but would be arrested and handed over to me if they rebelled against the Government and went to Wai-ni-mala territory.

Although I have all along expressed my firm belief in the loyalty of these tribes, yet I confess this intelligence has given me the very greatest satisfaction.

The Nabutautau people also are on bad terms with Naqaqa, and again these latter, having several Chiefs of about equal rank and influence, are much divided in Council, and I hope, after a further short delay, to be able to bring them to reason, as they have not as yet, so far as I can discover, committed any crime.

A number of Magodro refugees, and the men who committed murder at Vatubau, near Ba, about July last, are living at Naqaqa, and fearing punishment for this and other crimes, they are exerting themselves strongly to stir up rebellion; trusting that during the period of strife and activity that would probably ensue they and their misdeeds would be entirely lost sight of.

I have heard nothing from Beimana and the tribes below since writing my last despatch, except that they "thought they would do a little planting," but I consider it necessary to keep a strict guard against an attempt to surprise our camp as the profound silence prevailing now may be intended to throw us off our guard.

I have heard from Buli Serua, who has been protecting the Bucknells at Koroleon, at my request, from the time of our arrival inland, that the Bucknells, becoming afraid to stay any longer, had deserted their plantation and gone to Nagroda. I have since received a note from that gentleman, written from Nadroga, to say that he had left his plantation on account of rumours brought him by natives, but that, judging difficulty from the tone of a note he had received from me, he intended to return almost immediately.

Taking into consideration that his family consists of small children and three ladies, I have felt constrained to ask him to weigh well the prudence or otherwise of his intention to take his family to a disturbed district, after having had them removed to a place of perfect security.

I have, in conclusion, the honour to inform you that Captain Knollys, A.D.C., and Mr. Gordon, with twenty men and a quantity of Government stores, arrived here on the night of the 12th instant.

Roko Tui Ba is deserving of credit by reason of his very efficient aid, which

procured the delivery of the stores here in very bad weather with but trifling damage.

I have, &c.
(Signed) WALTER S. CAREW,
Resident Commissioner for Colo.

The Hon. A. E. Havelock,
Colonial Secretary.

Inclosure 2 in No. 41.

Sir, *Nasaucoko, Colo, March* 10, 1876.

I HAVE the honour to forward the following condensed report of events since writing my despatch of 16th February:—

After writing the above, a period of several days elapsed without my hearing from Beimana, the short distance intervening between our camp and that village being occupied by a band of malcontents from Rawailevu, a district below Beimana, and all my efforts to procure a messenger proved ineffectual.

On the 24th February, a Serua Chief arrived from the coast, viâ Beimana, accompanied by the brother of Koli Koli, Chief of that village, who brought fresh assurances of their loyalty and the total untruth of a report which had been most extensively circulated that they intended to entrap us under the guise of bringing a supply of food.

After a very satisfactory conversation, during which I explained the intentions of the Government with reference to native politics, and assured them that we had come inland entirely with a view of protecting them from those who bore ill-will to them, and we, moreover, had no intention whatever of entering upon a war, I requested the messenger to tell Koli Koli of Beimana that I gave over to him the task of procuring a meeting of the dissatisfied tribes, and afterwards to endeavour to induce them to visit me and hear from my own mouth an explanation of the intentions of Great Britain in her dealings with them; further adding, that I felt convinced that if they would but hear what I had to say directly, and without the intervention of any outside party, they would at once perceive the practical benefits they would derive from an abandonment of their present line of conduct.

After their departure, I heard that the Rawailevu tribe had prepared an expedition for the slaughter of our friends of Nasaucoko, who had been out on the hills in search of wild yams; but they were deterred by a Chief of Wala, a friendly village, who reminded them that by doing so they would stultify their own words, when they said they would not commence the fighting.

On the following day the people of Koroba (Pickering's Peak) district brought provisions for sale, and I requested one of their number (the Chief of the village of Vunarosawa) to proceed to Rumaileau and assure them of our perfect good faith, and generally to tell them everything I could think of that, from my experience, would sound grateful to their ears.

On the 4th instant, meetings were held at Beimana and at Nasue, on the Wairoro; and on the 6th, a report of the former meeting was brought to me by Robalabala of Koroinasau and a Serua coast Chief, who is their teacher; they stated that the meeting was attended by the Chiefs of all the dissatisfied tribes below Beimana to the sea; the names of these tribes are in the margin.*

Koroinasau, however, I have good reason to believe, has been faithful throughout.

The Chiefs of Beimana and Koroinasau addressed the meeting, and were followed by all who had anything to say in the matter of the business in hand; and Robalabala and the Serua teacher were then sent to declare to me their expressed determination to desist from any further attempt to oppose the Government, and had also dispatched a Chief to Nasue to inform the meeting sitting there of the action they had decided upon taking, and to impress upon them the necessity of their falling in with their views.

They also brought me letters from Buli Serua, Buli Vatukarasa, and a joint one from the Chiefs of Koroinasau, offering assistance to us under any circumstances that might arise, and requesting me to return a written answer which might be read to the Chiefs then assembled at Beimana, which I did at once.

The letters from Buli Serua and Vatukarasa also contained assurances of

* Koroinasau, Nagalimari, Ruwailevu, Mavua, Waicoba, Nokonoko, Drala, Tavuni, Senibukubuku.

To face page 121.

loyalty and good will, and offers of active assistance; but the former cautioned me most strongly to be on my guard against treachery.

The Chiefs of Koroinasau, in their joint letter, also informed me of their intention to visit me at Nasaucoko, and would, if I liked, take me through the disturbed districts to the sea coast, and bring me back again to the camp.

I have the honour to state, in conclusion, that I cannot but consider the aspect of affairs as any other than very satisfactory, and that I now await the results which may be expected to accrue from leaving them for a short while to talk matters over amongst themselves, preparatory to a general meeting of the tribes, which I shall endeavour to bring about as soon as it shall seem expedient to do so.

I have, &c.

(Signed) WALTER S. CAREW,

Resident Commissioner for Colo.

The Hon. the Colonial Secretary,
Levuka.

Inclosure 3 in No. 41.

Extracts from a Letter from Mr. Carew to his Excellency the Governor, dated March 22, 1876.

"I AM expecting to receive a visit from all the chiefs from Beimana downwards, as the Serua Chiefs and the Buli of Vatu-Karasa in connection with Koroinasau are, and have been, exerting themselves in a most energetic and praiseworthy manner to further your Excellency's views.

"They are all off to a meeting of their own at Vatukarasa on the sea coast, and they will then visit me in a body.

"I had a message from Naqaqa yesterday in answer to one of mine asking the chiefs to come and see me, but they say they are afraid, as they sent us back when we were *en route* to Valu Mali.

"We must upon no account hurry them.

* * * * * *

"I quite agree with your Excellency's ideas with reference to amnesty, and have held these ideas myself all along, as the people who are giving trouble did not give in their allegiance at Navuso, in fact, were never asked to do so, they were merely exhorted by Rabu Kini, the late Chief, to give up fighting and to accept Christianity.

"In fact, no one but he could make themselves understood. On the contrary, all those brought in by me I will vouch for, and I take care to keep them in good mind by writing occasionally to them.

"It is very necessary that I should shortly see your Excellency with reference to amnesty matters, as I think your Excellency's views might even be extended, taking in view the fact that these tribes have never given in their allegiance, and I believe were never asked to give their consent to annexation, which would amount to almost the same thing.

* * * * * *

"The Nadi Chiefs are behaving very well indeed, as also Serua, and in fact all those who dislike Nadroga, and I feel morally certain they are acting so well more with a view to annoy Nadroga than anything else."

Inclosure 4 in No. 41.

Photograph.

No. 42.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received May 23.)

My Lord, *Nasova, Fiji, April 12, 1876.*

IN reply to your Lordship's telegram on the subject of expenses already incurred on public buildings at Levuka, I have the honour to inclose a Report from the Surveyor-General, Lieutenant-Colonel Pratt, R.E.

2. This Report clearly shows that no public buildings can, at present, be properly said to exist; that they all have yet to be built, whether at Levuka or

elsewhere; and that the cost of building them at Levuka will greatly exceed that of constructing them at almost any other place.

3. The fact is that the words "removal of the Capital" convey a false idea. The real question is the construction of a Capital, not the removal of one already existing. The question for decision is whether the Capital shall be built at Levuka or some other locality.

I impatiently await the arrival of Lieutenant Dawson in order to obtain a Report upon the site which may appear to the engineering, sanitary, and hydrographical authorities to combine the greatest advantages. Politically, I have no doubt as to the superior claims of Suva, should it possess the necessary requisites; at all events, Levuka is highly unlikely to be the site recommended.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure in No. 42.

Sir, *Surveyor-General's Office, Levuka, April* 10, 1876.

I HAVE the honour to submit a report dealing with the subject of the expenses that may or may not be entailed (in connection with public works or buildings) by fixing the site of the Capital elsewhere than at Levuka.

Requirements of the capital.

I assume that wherever the site of the Capital may be fixed, it will be considered essential that certain necessary conditions must be fulfilled. These conditions are, taking the public buildings first in order:—

Public buildings.

1. That public buildings of a permanent character must be constructed on lands belonging to the Crown.

Streets, &c.

2. That a town shall be laid out with streets properly paved or metalled, lighted and drained.

Extension of town.

3. That the streets should be laid out with a view to the extension of the capital as the Colony prospers and increases.

Sea communication.

4. That in this Colony at least the Capital must be connected with a good harbour, involving a pier, probably a sea-wall, and that the chances in favour of a seaport site being selected are obvious, from the nature of the ground in the Colony.

Water supply and drainage.

5. That water supply must be obtained and drainage effected at a moderate cost.

Requirements not now fulfilled.

I have mentioned these conditions because the execution of all the work required to assist in fulfilling them has yet to be done in this Colony, either at Levuka or elsewhere, and, also, the conditions will necessitate the removal of many of the present public buildings and their re-erection at Levuka or elsewhere.

So that in a general point of view the expenses of making a capital have yet to be met whereon the site of the Capital may be fixed.

List of public buildings.

The buildings now used to supply public requirements are as follows:—

Government House at Nasova.
Government, Treasury, and Public Offices at Nasova.
Prison, Lock-up, Police-Court, &c., at Totoga.
Supreme Court-House at Nui Kabi.
Royal Engineer's Barracks at Vagadace.
Post-Office, Attorney-General's Office, Customs, at Levuka Beach.
Bonded Stores at Levuka Beach.
Royal Engineer's Machine Shop at Levuka Beach.
Polynesian Labour Depôt and Quarters at Levuka Beach.
Commanding Royal Engineer's and Surveyor-General's Office at Levuka Beach.
Powder Magazine at Vagadace.
Hospital at Totoga.

General nature of buildings.

All these buildings are of a temporary nature, in no case built of stone or brick; some of native construction; timber framing with thatched roof and reeded sides; others ordinary wooden buildings, with roofs of shingles or corrugated zinc; most of the buildings are from four to eight years old; the duration of a wooden house in this climate, as far as I can ascertain, is from seven to eight years, after which it is a case of repair and repair till an actually new erection takes the place of the original.

To enter somewhat into detail of the several buildings used for public purposes. Detail of buildings.

Government house, the residence of the Governor, is a large building partly of native construction, that is, a properly squared framing of timber has been put up, but the outside and partition walls are of reeds, and the roof is thatched with flags; it has been standing for five years. I forward, No. 1 Trace, showing its position and dimensions of ground plan; also a photograph showing the appearance of the building. From the construction, it is evident that the whole edifice might be destroyed by fire in a few minutes, and that it is only reasonable to suppose that the amount of repair that will be required before long will be very considerable. Government House.

Therefore the building can in no sense be considered as a permanent one, and its value I should place at about 1,500*l.*

But, in addition, the ground on which the building stands is claimed by different persons, who have laid their claims before the Lands Commission, and these claims are being investigated. Being one of the Land Commissioners and the claims not settled, I can give no opinion here as to their validity. But it is possible that the claims may prove good, and, if so, then the site must be bought.

Even on arbitration I do not think Government or a public body, as a rule, get land cheap, if the land must be taken.

These offices are in one building, shown on Trace No. 1, at Nasova. The house is of timber framing, with thatched roof, and reeded side and partition walls. It was erected in 1875 by contract, and cost *l.* Like Government House it is liable to accident from fire, but otherwise is a good temporary building for this climate. Government Treasury and Public Offices.

I attach Trace No. 2, showing the ground plan, with dimensions of these buildings at Totoga. Also a photograph giving a general idea of their appearance. The prison and lock-up are stout wooden buildings, recently enlarged by the Royal Engineers. Roofs of corrugated zinc. Value, about 180*l.* to 200*l.* The Police Court is an old but large native hut. In my opinion uninhabitable, certainly unrepairable. Value, nil. The small wooden sheds used for stores, &c., are of very little value, if any. Again, the whole of the land on which these buildings stand are claimed as private property, and may have to be yet paid for. Prison lock-up, Police Court, &c.

I attach a Trace, No. 3, showing site and dimensions of ground-plan of the Court House; also a photograph, showing the general structure. This building is of ordinary timber framework. Match-boarded on sides, but not on ceiling or roof rafters; the roof is of shingle. It has been erected four or five years. The roof is decayed so far that it cannot be repaired. I believe a fair gale will remove the building. The estimated present value I place at 150*l.*; the tenure of the building and site is leasehold from the Wesleyan Mission. Rental, 74*l.* 10*s.* per annum. Court-house, Nui Kabi.

I attach a Trace, No. 4, showing the site of these buildings; also a photograph of their general elevation. The soldiers' quarter is built in native fashion, the cocoa-nut uprights and principal joists having been fixed by the Royal Engineer carpenters. The roof is thatched with flags; side walls and ends reeded. Royal Engineer barracks at Vagadacei.

The orderly-room, store-room, tailors' and bootmakers' workshop, are in one well-built wooden house, with corrugated zinc roof. The cook-house, latrine, &c., are also wooden buildings. The non-commissioned officers' quarter, now in course of construction, is designed as a timber-framed, weather-boarded house, with a shingled roof. These offices are all capable of being moved and re-erected; but cannot be looked on in the light of permanent buildings. The cost of barracks and buildings as they stand now, including the making of roads, excavation of sites, water-tanks, and water supply, is 720*l.*, and, when the quarters in hand are finished, 870*l.*

Trace No. 5 shows dimensions and site of these offices, which are in one building. Attached is a photograph of the general appearance. The building is a weather-boarded, wooden house, with roof of corrugated zinc; and sufficient accommodation is not provided in it for the different offices. The tenure is leasehold. On the Trace is a red line, which defines the boundary of a piece of ground, for which, with the house described, a rental of 300*l.* per annum is paid. Post Office, Attorney-General's Office, Customs, &c.

The site of this building is shown on Trace No. 5. It is an old wooden house, the verandah being weather boarded to give more internal space. The building itself is of little value (50*l.* to 60*l.*), and is not large enough for present requirements. New bonded stores have been asked for, and will be proceeded with when a site is obtained. Tenure leasehold. Photographed with Royal Engineers' machine shop. Bonded stores.

Royal Engineers' machine shop.

A large wooden shed, containing a steam-engine, circular saw, general joiner and other machinery stores, &c. This has been erected by the Royal Engineers and made so as to admit of its removal and re-erection. The site and dimensions are shown on Trace No. 5, and the photograph of building attached. The cost of the building is about *l.* Tenure of site, leasehold.

Polynesian labour depôt.

This is an old cotton ginning shed. Roof and sides of corrugated iron. Machinery still worked, and the place is very unfit for habitation. The rental paid for this place is 104*l.* per annum, and for a small wooden house adjacent where the European Superintendent of the men lives 52*l.* per annum.

Chief Resident Engineer and Surveyor-General's Office.

I attach a Trace No. 6.

A fairly-built wooden house containing four rooms or compartments. Rent, 130*l.* per annum. Trace No. 7 shows site. Photograph attached.

Powder magazine.

There being a considerable quantity of powder in Levuka and no place at all for storing it, a temporary magazine has been erected of timber framing. Corrugated zinc exterior, and close match-boarding inside. The site is well out of the town, and so situated that an explosion would do the minimum of damage. The cost is about *l.* The site has been verbally given. Trace No. 8 shows the site. Photograph attached.

Hospital.

Trace No. 9 shows the site of this building, and a photograph of it is attached. It is a fairly-built wooden building with a shingled roof. I estimate the value at 200*l.*, and, in addition, a dispensary has recently been attached at a cost of 52*l.* The site is private property, but let at a nominal rent to Government.

The tabulated estimated value of public buildings then stands at—

Tabulated value of public buildings.

Buildings the Property of Government.	Estimated Value.	Remarks.
	£	
Government House	1,500	Ownership of site doubtful.
Treasury and Public Offices	600	
Prison, Court House, Lock-up, &c. ..	200	Ditto.
Barracks	870	Site owned by natives.
Machine-shop	250	Site leasehold.
Powder-magazine	100	Site claimed by Dr. Brower.
Hospital	250	Site leasehold.
Bonded store	100	Ditto.

Buildings Rented by Government.	Annual Rental.	Remarks.
	£ s.	
Customs, Post Office, Law Offices, &c. ..	300 0	Tenure, Leasehold.
Surveyor-General and Royal Engineers Office	130 0	
Supreme Court House	74 10	
Polynesian Labour Depôt	104 0	
Superintendents Quarters	52 0	
Government Storekeeper's Quarters ..	39 0	

	£	s.
Total value of Government buildings on sites not leased	1,570	0
Total value of Government buildings on sites actually or possibly leasehold ..	2,300	0
Total annual rental now paid	699	10

Necessity of the construction.

I think the above statement will bear out the opinion that, as far as public buildings are concerned, the work of reconstruction is necessary under any circumstances.

Addition of cost of sites.

It will also appear that, if such reconstruction is to take place at *Levuka*, to the cost of such buildings as may be ordered must be added the price of the *sites at Levuka*. If the buildings are to be made at another station, then the sites must be procured at that station.

Cost of sites at Levuka.

The cost of suitable sites in Levuka, now, I can only arrive at from cases that have been brought to my knowledge.

(1.) Trace No. shows the building and site for which 300*l.* per annum is paid.

(2.) A small piece of unoccupied land on the beach, partly foreshore, was proposed as a site for a market-place, where the natives could expose their yams, taro, &c., for sale. For the few square yards required, the price asked was 1,000*l.*

(3.) The greater part of the land in Levuka belongs to a few proprietors, the largest being the Wesleyan Mission. They do not sell land; the terms for a site

are generally 2*l.* per annum per foot frontage for a lease of five years, with a clause that it may be renewed for another five years. No leases longer than ten years. As most of this leasehold land is sublet, it is seldom that sites can be got for the above-named price. I know of one case where, on lease, 4*l.* a week is charged for a site of about 40 feet frontage, and could easily find many similar cases. It is no wonder that good buildings are put up by no one.

(4.) I have had authority for the last two months to erect a boat-house, at a cost of not more than 5*l.*; I have made every endeavour to get a site 40 feet by 20 feet on the shore, but can only find one, on a rocky shore out of the town, a useless site for any purpose; and for this small portion the price asked is 20*l.* per annum, consequently there is no boat-house.

Therefore it is fair to assume that, to the cost of public buildings to be erected permanently in Levuka, a large sum for sites will have to be added.

Cost of sites at a new station.

I consider that at any site which may be selected on another island the cost of sites will probably be nothing, though the value may be considerable. That is, of course, assuming that, when the site of a township is decided on, the whole of the site will be acquired, in the first instance, for public purposes, and that when the ground has been surveyed, lines of proposed streets laid out, and sites for public buildings fixed, the building sites and frontages will be sold at such a rate as will render the cost of the land retained for public purposes little or nothing.

Actual cost.

As to the actual cost of public buildings to be erected, I cannot, of course, speak without instructions as to nature of proposed buildings; but I presume that, in future, stone or brick will take the place of wood. In this case the cost of erection at Levuka would be about the same as the cost at any equally accessible place.

Recapitulation.

I have therefore stated—

(1.) That reconstruction of public buildings in Fiji will shortly be required.

(2.) That such cost will be largely increased by cost of sites if the reconstruction takes place at Levuka.

(3.) That at a new station such cost of sites will practically be nil.

(4.) The actual cost of reconstruction may be taken as the same at any accessible seaport.

So far for public buildings; but to come to the other requirements of a capital town, referred to at the beginning of this Report.

2. That the town should be laid out in streets, drained, lighted, &c.

Laying out streets.

In Levuka there are no streets, unless the beach may be considered one, no decent footpaths, but every inch of land is owned, and the houses are scattered anyhow over the site. Therefore to lay out streets here for public purposes it will be necessary to pay compensation for land taken and for many houses removed; this amount, as will be seen by my previous statement, will not be a small one. If orders are issued to make this place a permanent Capital the price of land will certainly not go down.

At Levuka.

Elsewhere.

Of course, on a new site, where there is no town, there is no necessity for buying land *by the foot*.

Extension of town.

3. Streets and roads to be laid out with a view to future extension of capital.

I have already reported on 25th January, 1876, that the site at Levuka does not admit of the above arrangement, and attach a copy marked A of that part of the report which refers to the subject.

No new site would be selected which would not admit of considerable extension of the town boundaries.

4. The capital to have a harbour, pier, perhaps sea-wall.

At Levuka the anchorage for large vessels is good, but there is no protection from the wind, and in the hurricane season all small crafts, boats, &c., have to be put on shore or go round the island to sheltered spots. I have previously reported (25th January, 1876) on the nature of the foreshore here, and attach a copy marked B of that part of the report which bears on the subject of reclamation of foreshore. At Levuka some sort of sea-wall will have to be made to prevent the surf coming up to the front row of houses, but my previous report will show the value of land to be obtained by reclamation.

It is very difficult to state what would be the cost of a sea-wall, reclamation, and a pier, but I should think that to take in a fair part of the foreshore, make a pier, &c., would probably cost 20,000*l.* to 30,000*l.*

At a more sheltered station, such as Suva, a sea-wall might be dispensed with, and reclamation only made if it was likely to pay. A pier could be made with much

less difficulty. At other sites which I have not yet seen, but which might deserve inspection, arrangements obviating the necessity of a sea-wall could be made in laying out the township.

5. Town to be supplied with water and drained at a moderate cost.

At Levuka, water supply can be obtained and is supplied easily enough, and I presume no site will be selected unless this condition is fulfilled.

As to the drainage of Levuka, I attach a copy of my report of 25th January, 1876, marked C, wherein I point out the great difficulty of effecting such drainage.

No site presenting similar difficulties would be brought forward as a place whereon to place a town.

I am indebted to Captain Stewart, R.E., for the photographs of the various public buildings, the supply of which has made the description of the buildings much shorter.

I have also to explain that in estimating the value of the public buildings, I have taken what I consider to be the present value, not the sum required to replace them by similar but new buildings.

I have, &c.
(Signed) F. E. PRATT,
Lieutenant-Colonel, R E., Surveyor-General.

His Excellency the Governor of Fiji,
&c. &c. &c.

Extracts from Report on Site of Town of Levuka, dated January 25, 1876.

(A.)

Site of Levuka.

Levuka flat.

Area.

Hill slopes at Levuka.

Terracing and extension of town inland.

As before stated, the town of Levuka is built generally on a flat piece of ground, lying between the foot of the hills and high-water mark.

I attach an illustrative sketch of the general conformation of the ground on which the level part—that is, the part adapted for a town is coloured green.

The area of this part of the ground is 40 acres, in no part is it more than 10 feet above the level of the sea, and in many parts only 3 or 4 feet.

The hill-sides round this level portion are steep, from 10 to 35 degrees, mostly very hard conglomerate rock cropping out on the surface of the ground.

To extend the town up these slopes it would be necessary to lay out the hill-sides in terraces; these terraces, even if only made the width of a path with sites of houses on one side of the path, would be very large works; the entire width of site required must be blasted out of the solid rock, and then the sites would be most undesirable from the refracted heat.

(B.)

Reclamation.

There is certainly a foreshore which might be reclaimed, but every objection to such a step exists here. The surface between high and low water marks is a coralline formation, but only two feet thick and with water underneath. The stone for reclamation purposes is of the hardest conglomerate (in one case we had to give up trying to remove a stone from the expense of jumping a hole into it).

Placed as this stone would be in prolongation of the level site of the present town, there would always be a damp foundation to houses built on reclaimed land here.

(C.)

Drainage.

I now come to the main requisite for a healthy town in the tropics, viz., an efficient system of drainage. In Levuka at present the sewage is managed on the dry earth system, the closet-pans are cleared at very short intervals, and the sewage sent out to sea in a proper barge and let free; this disposal of sewage near coral reefs is objectionable, but till lands are more cultivated, or manure required, there appears to be no option.

But when the question of surface or subsoil drainage is entered on at Levuka (as I have had to do in connection with instructions from the Board of Health), a difficulty presents itself, and I confess I see no satisfactory solution of it.

Subterraneous water.

This level piece of alluvial ground on which Levuka stands is only from 4 to

10 feet above high-water mark, but when you cut a ditch down to the level of high-water mark you come on the water itself.

Therefore, to drain the ground by running off the water is an impossibility, and any other scheme to remove the subsoil water effectually, would, from the expense involved, be to all intents an impossibility in this locality.

No. 43.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, May* 31, 1876.

I HAVE received your despatch of the 8th of April,* forwarding copies of two further Reports from Mr. Carew on the state of affairs in the highland district of Viti Levu.

I have read these Reports with interest, and I rely on the continued exercise of Mr. Carew's tact and judgment for the conciliation of the dissatisfied tribes.

I have, &c.

(Signed) CARNARVON.

No. 44.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, May* 31, 1876.

I HAVE had before me your despatch of the 27th of March,† on the subject of the interpretation to be given to that portion of the Notification issued by Sir H. Robinson's direction in the "Fiji Gazette" of the 10th of February, 1875, which imposes a first charge upon employers' lands for repayment of the sums expended on wages due to Polynesian labourers employed on those lands, or on their return passages.

2. I agree with the view which you put forward that the land should be bound, whenever the labourers employed on it are paid off by the Government, whether they have been employed by the proprietor or by a leaseholder, but that, in the latter case, only so much of the lands as have been so leased should be held liable.

3. It is to be remembered that the charge for these services is one which did not naturally devolve upon the Government, but which was undertaken under the pressure of abnormal difficulties, and solely in the interest of the land of Fiji, in order that, on the one hand, outrages and bloodshed might be averted, and, on the other, that a supply of labour necessary for the tillage of the ground might not cease.

4. It seems, therefore, just that, in all cases, the land should be held responsible, whether the employer of the labour happened to be the original owner of the land or the lessee, who, from one circumstance or another, might not himself be able to meet the claim; with the limitation which you have proposed, that, in the latter case, only so much of the land as was leased, should be held responsible for the debt in case of the lessee making default.

I have, &c.

(Signed) CARNARVON.

No. 45.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, May* 31, 1876.

I HAVE had under my consideration your despatch of the 16th of February,‡ reviewing the various modes which have been adopted in Fiji of taxing

* No. 41. † No. 40. ‡ No. 30.

the natives, and explaining the reasons which have induced you to resort to a system which appears to me to be more in accordance with native usage than any other.

The main features of the scheme appear to be the annual assessment by the Legislative Council of the sum to be paid by each district or province, such sum to be realized by the sale of native produce assessed in its amount and description by Local Boards in which the native element will be represented, full powers of remission being retained in the Governor's own hands, to be exercised at his discretion.

Although I should have been glad if it had been possible for you to have communicated to us your views on such an important matter before you had so far committed yourself to the scheme, I cannot doubt that a measure which you have so carefully and laboriously considered has a full claim to be allowed the fair trial which you have requested it should receive. I am, therefore, prepared to sanction this experiment, though, in sanctioning it, I must call upon you to watch its operation most narrowly, and to be especially careful that no hardship or oppression is caused to any class among the native population in the incidence and collection of the tax.

I have, &c.
(Signed) CARNARVON.

No. 46.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, May* 31, 1876.

I HAVE the honour to acknowledge the receipt of your despatch of the 12th of April,* inclosing a Report from Lieutenant-Colonel Pratt, R.E., on the subject of the public works and buildings existing at Levuka, accompanied by plans and photographs.

I have, &c.
(Signed) CARNARVON.

No. 47.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, June* 19, 1876.

I HAVE the honour to acknowledge the receipt of your despatch of the 4th of December,† forwarding estimates of the revenue and expenditure of Fiji for the four months ending the 31st of December last.

The provisional establishment having been already assented to by my despatch of the 10th of February, I have merely to convey to you my sanction of the estimates for this period.

On the subject of the purchase of the "Fitzroy," you will receive a separate despatch.

I have, &c.
(Signed) CARNARVON.

No. 48.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, June* 20, 1876.

I HAVE had before me your despatches of the 25th of January and 27th of March,‡ respecting the purchase of the steamer "Fitzroy."

I had previously received your despatch of the 13th of December,§ with its inclosures, in which you inform me that you had, with the advice of your Executive Council, accepted the offer made by the Auckland Steam-Packet Company to carry on, at a cost of 300*l.* a-month, the inter-insular service for a period of four months.

* No. 42. † No. 21. ‡ Nos. 35 and 39. § No. 22.

This intimation accompanying the first announcement in your despatch, noted in the margin,* that you had expended 6,000*l.* in the purchase of a steamer is a serious one, for I feel some doubt whether, in the present financial condition of Fiji, such a burden is not too heavy for the resources of the Colony.

I shall be glad to hear from you on this subject in explanation; for, although I do not wish to object to such arrangements for inter-communication among the islands as may be necessary, I am without any information as to the circumstances in which it has been requisite both to purchase a small steamer and to pay a heavy monthly subsidy to a Company. I therefore request that you will furnish me with full particulars of the work on which it is intended to employ the "Fitzroy," and of that which the Company have undertaken to perform.

I have, &c.
(Signed) CARNARVON.

No. 49.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received June 26.)

My Lord, *Nasova, Fiji, April* 28, 1876.

ONE of the results of the failure of the planting interest in Fiji has been the inability of employers to fulfil the engagements entered into by them with the Polynesian immigrants working on their estates, as regards the payment of their wages, and the provision for them of return passage to their homes.

2. The difficulties of the planters reached a climax during the year 1874, about the period of the Cession. By that time the term of service (three years) of a large number of immigrants (roughly, about 3,000) had expired, and in the majority of cases the employers were utterly unable to meet their engagements.

3. The subject was one of the first that the new Colonial Government was called upon to consider. It appears to have been unhesitatingly decided by Sir H. Robinson that it was incumbent on the Government to undertake the responsibility of carrying out the contract entered into with the labourers. This decision was induced not only by the desire to secure the just fulfilment of the obligations entered into towards them, but also from motives of policy, as it was evident that a breach of faith with these labourers would put great additional difficulties in the way of obtaining future supplies of labour from among the inhabitants of the various groups whence those already in the country had been induced to emigrate.

4. Sir H. Robinson authorized Mr. Layard to begin at once the task of paying off the time-expired labourers, and of sending them home, and sanctioned the expenditure of 500*l.* for the purpose, a course which subsequently received your Lordship's approval. When it is remembered that the amount due for wages to each man is about 6*l.* 10*s.*, that the average cost of the passage is about 2*l.* 12*s.*, that at the end of 1874 about 3,000 time-expired labourers were waiting to be sent home, and that their employers were not in a position to bear more than a small proportion of the cost, it will be clearly seen that 500*l.* would not go far to carry out the work.

5. The serious and costly task thus undertaken could not, when once begun, be suddenly abandoned, and it has been perseveringly carried on to the present time, though apparently without any further precise authority or sanction either from your Lordship, Mr. Layard, or myself. During the year 1875 nearly 600 time-expired men were sent away, and mostly at the expense of the Government. The epidemic of measles further reduced the number remaining in the Colony by about 600. Meanwhile the terms of service of other labourers were rapidly coming to an end, so that at the beginning of the present year there were still about 2,800 time-expired labourers in the Colony against about 3,000 in January 1875.

6. In all cases in which the Government undertakes to pay off and send home labourers engaged to planters or others, the amounts expended are recovered as opportunity offers, and it is understood that they constitute a first charge against the estate of the employer. Thus eventually it is hoped the Government will, in in a measure, be able to recoup itself. From November 1874, when the undertaking was begun, to the 31st March, 1876, the total outlay has amounted to

* No. 21.

2,872*l.* 6*s.* 1*d.* Meanwhile the sum of 1,030*l.* 6*s.* 10*d.* has been recovered from employers. The actual cost to the Colony, therefore, up to the 31st March, 1876, has been 1,841*l.* 19*s.* 3*d.*

7. As I have already mentioned, there are still nearly 3,000 time-expired labourers awaiting return home, and employers are now, perhaps, more entirely unable to meet their difficulties than at any previous period. In the first instance, therefore, the Government will have to bear a large portion of the burden of the wages and return passages of these people.

8. The number of labourers introduced during the last two years has been comparatively small, 924 in 1873, 754 in 1874, and 404 in 1875, and measures are now taken, before their engagement is permitted, to ensure the payment and return passages of imported immigrants by their employers. Therefore, even on the, I trust highly improbable, assumption that the present depressed condition of the country continues, the Government may look forward to a gradual reduction of the expenditure to be incurred during the next two or three years, and finally to its extinction.

I have, &c.
(Signed) ARTHUR GORDON.

No. 50.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(*Received June* 25.)

My Lord, *Nadi, Fiji, May* 6, 1876.

I REGRET to have to report to your Lordship that my attempt quietly and gradually to establish the authority of the Government over the highlands of Viti Levu without disturbance have not proved altogether successful, and that an attack, attended with some loss of life, has been made upon several native Christian villages by some of the heathen tribes of the mountains.

2. On the 12th ultimo, four or five small and defenceless villages, situated on the boundary of the Provinces of Nadi and Nadroga, were suddenly attacked and burnt by the heathen tribes of the vicinity. At one of them a woman and her child were killed. The assailants then proceeded to two larger and stronger villages, but, on finding them prepared to resist attack, they offered no molestation to them. On the 17th ultimo they appeared before, and were allowed to enter, the town of Nadronia, where they found a considerable body of loyal natives, by whom they were in a few minutes completely repulsed, several of their number being killed or wounded.

3. About the same time, a similar attack was made on the Christian villages on the bank of the Sigatoka River by a party of heathens from that quarter. On hearing this, the Roko Tui of Nadroga assembled a party of men, and, crossing the Sigatoka, inflicted a severe punishment on the marauders, whose villages he burned, and killed or captured many of their number.

4. Meanwhile, an attack was made by another party of the heathen on the village of Satuba, the people of which,—equally highlanders with themselves, but Christians,—took refuge in a cave, where they were besieged. Having found means to communicate intelligence of this fact to the camp at Nasaucoko, a party of police was sent by Mr. Carew to the relief of the villagers. The assailants were routed in the most complete manner, taking flight precipitately to join the other defeated parties in a locality where they must speedily be surrounded and apprehended.

5. The attacks of the mountaineers have, with two exceptions, been entirely confined to native villages. At the mouth of the Sigatoka River they burnt the house of a white man who has long been in the habit of supplying them with ammunition. Lately he has been afraid to do so in defiance of the law, and his inability to continue the trade has been deeply resented by the mountaineers. They also attacked, but unsuccessfully, the house of another white man in the immediate vicinity, who is for many reasons very unpopular with all classes of natives, whether mountaineers or lowlanders. This individual took refuge in his boat, but his house and property were successfully defended, and its assailants forced to fly by the Buli of Vatukarasa, a man who has received every species of insult and injury from the person to whom he has now offered such efficient assistance.

6. The first intelligence that reached me of these events was from a letter of a native teacher at Vatukarasa, Esala Seru, of which I have the honour to inclose a

translation. Shortly afterwards a letter reached me written by the four principal Bulis of the Province of Nadi, who, in the absence of the Roko Tui of Ba at Levuka, had met together for the purpose of reporting to me and asking my instructions. Of this letter I have the honour also to inclose a translation. Mr. Carew's letter of the 12th ultimo did not reach me until the 22nd, and, indeed, I have had frequent occasion during the period of anxiety caused by this outbreak to regret the inconvenience resulting from the insular position of Levuka, and the difficulties which often attend communication between the Island of Ovalau and the mainland of Viti Levu.

7. On learning what had occurred, I at once determined to despatch such assistance as I could command to Mr. Carew, but, at the same time, not to exaggerate the importance of what is after all a purely local disturbance. I accordingly sent down all the police that could be spared, with two members of my own staff as assistants to Mr. Carew, who I authorized to enrol any number of special constables that he might deem requisite, in addition to the regular police force. I have the honour to report that I have now come down to this place in order to confer personally with Mr. Carew (whose proceedings up to this time have, as usual, been marked by judgment and discretion), as to the measures to be adopted for securing the capture of the perpetrators of these outrages.

8. The causes of this outbreak are probably of a somewhat complex character. It is partly due, no doubt, to the restless, fierce, and suspicious character of the highlanders themselves; partly also to the injudicious meddling of certain busybodies, both native and European, who have endeavoured to impress upon them that it was the intention of Government to compel them to adopt Christianity against their will. Experience of former treachery has also made them incredulous as to the sincerity of the professions made by myself at Na Vola, as reported in my despatch of 16th February,* and by Mr. Carew in his intercourse with them. Nor is it quite impossible that the fears and passions of the mountaineers may to some extent have been played upon by designing parties not unwilling to provoke a contest calculated to sweep away evidence inconvenient to their ill-founded claims, and which, if the traditions of the late Fijian Government be adhered to, would empty a large tract of fertile land of its inhabitants and provide an abundant supply of forced labour for the plantations. But, to whatever causes they are due, it is essential that such lawless outrages should receive severe and speedy chastisement. That this will be speedily inflicted, and that the police will in a short time have succeeded in effecting the arrest of those concerned in them, I have not the smallest doubt.

9. I inclose a rough sketch map of the western part of Viti Levu, which will show your Lordship the locality of this disturbance, to which I trust no exaggerated importance will be attached. It is an unfortunate occurrence, and has frustrated the hopes I had so sanguinely entertained, and which until a very short time ago appeared so likely to be fulfilled, of establishing in a peaceful manner the supremacy of law and order in the mountains. But it must be remembered that this object is still likely in a great measure to be attained, although not with that absolutely undisturbed tranquillity which I had hoped, and that the disturbance is local and partial. It is only a small portion of the highland tribes, and indeed but a portion of the minority amongst them, who have all along remained heathens, or renounced Christianity since the measles, who have been concerned in these raids. The important heathen town of Beimana, on the Sigatoka itself, has remained faithful to the Government, and the influence of the camp at Nasaucoko has preserved tranquillity among a population not perhaps disinclined to join their neighbours in these late forays, whilst the tribes of the upper part of the interior (Nadrau, &c.) are thoroughly staunch in their professions of obedience.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure 1 in No. 50.

Sir, *Vatukarasa, April* 18, 1876.

EVIL has arrived in our district. They from Batiri are clubbed; all the towns until you arrive at Korotogo are burned.

A great number of men are clubbed; I do not correctly know the number. The teachers I do not know where they are, that is Navitalai, from Korotogo, and

* No. 31.

the two who are (or were) here. The man found some who had been clubbed, one old woman, and two, a mother and child; one old woman shot in the neck, and one able-bodied man shot dead; and one speared with a tabevatu. These we know, but the number of men dead is not yet clear.

The attacking party were from Tavuni, Nadrala, Vatuvoko, and all the devils in this district, or on this side. Five of the devils are dead. The magistrate (native) from Tavuni was shot, and said to have been dragged off to be cooked. One of his brothers also is dead, and three others.

These are known to be killed, but we do not yet know the truth of the story. Our district is ruined. On this (Monday) morning this thing happened.

I beg of you some paper and envelopes that I may continue writing to you. I have no more paper.

I write this letter in great haste.

My love to you.

I am, &c.

To the Teacher at Rewa. (Signed) E. SALA SERU.

Inclosure 2 in No. 50.

Sketch.

Inclosure 3 in No. 50.

Your Excellency, *Vuda, April* 14, 1876.

I WRITE to you forwarding the report of the district Bulis.

The people of the interior have come to make war. Several towns have been burnt, namely, Deva, Vumrosawa, Vunimoli, Nalogi, and Nawaga.

This is all, Sir, we have to report to your Excellency and the officer in command, that you may know of what has arisen here.

We are now only waiting for your decision; are we to proceed to the Commissioner in the interior, or shall we remain in our districts? Instruct us, Sir, in reference to these matters.

This is our report.

We are, &c.

(Signed) SABON, *Buli Vuda.*
NAVULA, *Buli Nadi.*
BUKATAVATAVA, *Buli Sabeto.*
DAURUA, *Buli Veetogo.*

His Excellency the Governor of Fiji,
&c. &c. &.

Inclosure 4 in No. 50.

Extract from the Resident Commissioner's Letter, Colo, to the Colonial Secretary, Levuka, dated April 12, 1876.

Sir, *Nasaucoko, Colo. April* 12, 1876.

I HAVE the honour to inform you that the malcontent tribes of Rawailevu, Nagalimari, Nokonoko, Tavuni, and others, have this day attacked the loyal villages of Nawaga, within two miles of our camp; also Tovei, Vodawa, Koroivatu, Vunarosawa, Deva, Vunamoli, Nalogi, and Vunamatabuco.

At the former village they succeeded in murdering a woman and her child, and all the other villages mentioned they burnt; but I have not yet learnt the whole particulars, and am unable to state whether any murders were committed there.

Inclosure 5 in No. 50.

Extract from the Resident Commissioner's Letter to the Colonial Secretary, dated April 26, 1876.

Sir, *Nasaucoko, Colo, April* 26, 1876.

I HAVE the honour to inform you that the cannibal tribes below Beimana burnt during the past week six villages of loyal natives, killing and wounding fourteen, chiefly women and children.

N.

W

Ba River.

Nadvau

Nadi River

Nasuncoko

Beimana

Sigatoka River

Nadroga

REFERENCE.

April 12th ——— Portion of villages first burnt April 12th.

April 17th ═══ Portion of villages burnt by Sigatoka Highlanders, April 17th.

April 21st ╫╫╫ Portion of villages burnt by Nagaga heathen.

April 22nd ——— Portion of heathen villages burnt by Roko Mi of Nadroga. (The head of the line is where a stand was made.)

April 22nd ╫╫╫ Portion of heathen villages burnt from Camp at Nasucoko

They were then attacked by the Nadroga and Koroinasan people, and by those of the coast villages, between Sigatoka mouth and Navola, who burnt a number of their villages, killing six and taking six prisoners, driving them up the river to Rawailevu, where they are now awaiting capture whenever it shall be expedient to take them.

The whole of the villages belonging to the tribes who have been charged with killing goats, &c., belonging to Byrnes and Meader have been destroyed, some of the ringleaders shot, and some taken prisoners.

Also on the 24th instant the tribes from Nabutantan, Wairoro, and Naqaqa assembled in force to attack Tatuba, a loyal village in our immediate vicinity, whose inhabitants had given offence by supplying our camp with food.

These people burnt the houses in the village, when the old men, women, and children took refuge in a cave. The mouths of the cave were at once taken possession of by the cannibals, who occupied themselves during the whole night in firing upon the defenceless occupants.

A messenger came to inform me during the night of these occurrences, and I dispatched at daylight a body of fifty police, seventeen of whom carried breech-loaders, and were accompanied by about forty of our allies.

They came up with the cannibals, who were still firing into the cave, and attacked them, completely routing them and driving them right into the Naqaqa village called Matawalu, killing the notorious Chief Nabisiki, and several others, who were left in the road.

There were also many wounded, and these savages have now received such a severe check, from the head of the river to the mouth, that I believe they will no longer be able to act on the offensive.

The loss on our side consists of one Mataka man killed, and one wounded; also two of the police have been wounded, one shot through his hand, and the other a flesh wound on his shoulder.

I have sent instructions to Buli Serua to bring his men down to assist Buli Vatukarasa, and also to Roko Tui Ba, to occupy Nadrau for its protection and to overawe the Nabutantan and Naqaqa people; but although my letter was sent two weeks ago I have received no response, and for several weeks past, although I have heard rumours of murders at Ba, I have been totally unable to gain any intelligence, and cannot understand what Roko Tui Ba and the Buli are doing.

Inclosure 6 in No. 50.

Your Excellency, *April* 29, 1876.

I HAVE the honour to address you at the request of Mr. A. Gordon, whom I met at Cuvu.

I was on the point of starting for Levuka to carry the despatches of the Roko Tui, but, at the request of Mr. Gordon, I have consented to accompany Captain Knollys for the present.

Mr. Gordon asked me to give you a succinct account of the operations which the Roko of Nadroga has carried on against the Kai Colo.

I shall endeavour to convey to your Excellency, as clearly as possible, the events in rotation as they occurred.

The first intelligence of any disturbance reached Cuvu on the evening of the 12th, when the news arrived that the Kai Colo had risen, and attacked and burnt several towns on the confines of Nadi. The towns destroyed were "Vuni Moli," "Duva Matala," "Vuni Rosawa," Na Logi, and Na Culi.

Parties were told off by Ratu Luki to defend the salient points, and a watch was kept to see when next the enemy would appear.

Navula, the Chief of Nadi, sent over a couple of tabuas to beg the Roko's assistance in the defence of Burna—a strong town, situated in the mountains between Nadi and Nadroga. This assistance was accordingly given, parties being sent up from several Naroga towns under Dainela, a man who has distinguished himself as a leader.

Meanwhile, on the 13th, 14th, and 15th, the Kai Colos burnt the towns of Nadure, Novunma, Dagala, Uto, and Vagudra. On the 15th they made their appearance before Borna; the town was well supported; and the enemy, after a parley, in which they suggested that it would be well to throw off the cloth, the Lotu and the Matanitu, and burn the town, to which they received indignant

denials, withdrew, saying they would burn Nabuasu, a town on the Qiwa River, within about seven miles from Cuvu. The instructions of Mr. Commissioner Carew have been peremptory that in no case were the Nadroga men to commence hostilities or fire first, and so the Kai Colos keeping the peace were permitted to withdraw unmolested.

Next day—Sunday, the 16th—the enemy appeared in like manner before Nabuasa, and a repetition of the scene of Borna occurred here; seeing the force too strong for them, they withdrew, saying they would go and burn Nadromai, within, I think, four miles of Cuvu, and unpleasantly close to no white settlers. They slept that night in Bulu, a small town from which the Nadroga people had withdrawn as incapable of defence. Neither is Nadromai a strong town, but a small fence was hurriedly put up, more for the purpose of concealing their numbers than for defence.

On the 17th all was ready in Nadromai, and about midday the enemy appeared before the town, beating their bamboo drums and yelling and quivering in their heathen fashion; they then called to the Turaga in Lewa that they wanted to come into the town, and sleep during the heat of the day and drink. The reply was, the "water is dirty; the women have been washing their likus in it. We don't want you in the town; get away on the path to your homes;" at last they came swarming into the town with a rush.

I think a glance must have convinced them that they had got into a hornet's nest; the Nadroga men crouched all round armed; a smart ovisa at the lali, and orders not to fire, till the Kai Colo puts a good face on the matter, and ran up crying "Mai vu lulu, guaca ui vu lulu" ("guaca" is a strong expressive word in the Nadroga dialect, and may be fitly interpreted by "bother"); but shake hands they did with the one hand, gun, club, or battle-axe in the other, and then again the same parley occurred; and so the parties stood in such close proximity, the one party waiting the signal from the lali, the other perhaps undecided what to do. At last the Kai Colo attempted to snatch some of the guns out of the hands of the Nadroga men, and, at the same time, put a fire stick into one of the houses. The old Turaga in Lewa, of Tauran, in charge had a battle-axe under his shirt; on seeing the flame, he drew out his battle-axe with a flourish and , the signal agreed upon for the lali, which rang out its sharp war-beat, and a volley was fired by the Nadroga men, and returned by the mountaineers; then a scrimmage ensued, and lasted about two or three minutes, when the Kai Colo fled, utterly routed, and leaving eleven dead within the hara, and carrying off many more. Not much pursuit was made, as fighting had been heard that morning at the Sigatoke, and the men hurried off to that quarter.

On that same morning the Kai Colo attacked and burnt out several towns on the Sigatoke, on the east bank of the river, killing some women and children.

The Roko was so angry that he resolved to cross the Sigatoke River and punish the murderers; and having fortunately received permission from Mr. Carew, so, on the 18th, the Nadroga men crossed the river in force, and burnt four or five mountain towns, none of them strong enough to make much resistance, the Kai Colo flying to Tavuni, a strong place in the top of a steep rock, where they determined to make a stand.

The 19th was spent in a reconnoitre of this town by the Nadroga men and in preparing cartridges, and on the 20th the Nadroga men stormed Tavuni, and took it fairly by assault, attacking in three divisions, two of which engaged the enemy's attention, and kept up a good fire, whilst the third party crept up the face of the rock and so got into the town, and once in the fight was soon over, as the Kai Colo fled precipitately, the Nadroga men in hot pursuit to the town of Nadrola, some three or four miles in the rear; this town was taken immediately.

The 21st was spent in getting in yams, and several thousand were obtained; growing crops were respected at the order of the Roko, quite a novel feature in Fijian warfare.

On the 22nd the Nadroga men went out and burnt out the towns of Nako Nako, Dravula-Qeri Qeri, which the Kai Colo had vacated, and then returned to their homes; and thus this little campaign of a week came to a conclusion.

The Kai Colo have retreated to Bulusia and Na Qabinari, where they are busy putting up fences.

Twenty or thirty prisoners have been secured, some taken in the fight and others brought in afterwards, men, women, and children; and amongst them the Chief of Nadrala, Qusu Levu, one of the three instigators of this attack; of the

other two, one of the Chiefs of Tavuni was killed, the other, known to be shot through the breast, but not taken.

M. GRABURN.

His Excellency the Governor of Fiji,
&c. &c. &c.

Inclosure 7 in No. 50.

Extract of Letter from the Resident Commissioner, Interior, to the Colonial Secretary, Levuka.

Sir, *Nadi, May 5, 1876.*

I HAVE the honour to inform you that I arrived to-day at Nadi to meet his Excellency the Governor, hourly expected, leaving Captain Knollys, A.D.C., Deputy Commissioner, in charge of the work and the camp.

On the 28th April I decided to burn the small village of "Vatumali," one mile from the loyal village of "Wata."

This village has become a source of constant danger to us, as the enemy from all quarters were in the habit of assembling there in great force, threatening "Wata" and Tatuba; and had, moreover, there a depôt of provisions.

The Chief professed friendship to all parties, and gave repeated warnings of intended attacks to all alike; and I sent to bring him and his people to our camp, not as prisoners, but to keep them from further mischief.

But our party, on arriving there, found them in the act of leaving for Naqaqa, so the town was burnt, and a much-needed supply of food obtained for the police.

On the night of the 30th of April, a messenger arrived from "Wata," having, with difficulty, made his way through the enemy's force, to inform me that his village had been for the past two days surrounded by the mountaineers from above Beimana, and asking for assistance.

At daylight I despatched fifty police, under Ratu Tevita Madigibuli and Ratus Sakinsa, and Tui Kubulan with fifty of the Nadi and Kai-na-Mataku men to relieve Wata.

On their arrival they found the enemy assembled in great force, with their women and children employed in destroying the plantations of food.

On the arrival of our force they at once decamped, making up the Wairoro for Waibasaga, one of their largest villages.

Our party then divided into three, one following up either side of the river over the high ground, and the remaining party going up the bed of the river in rear of the enemy.

They entered Waibasaga, but were at once driven out by our men who burnt the village, and returned to Nasaucoko, eight miles off.

The burning of Waibasaga was an absolute necessity, as otherwise they would have returned to "Wata," to resume their attack on the following morning.

After burning Waibasaga, our men advanced to a height immediately above the village of Nasue, and nothing but my most positive orders that they should return to camp that night saved that village.

On the 3rd May I despatched the Nadi men with some loyal natives to the number of, in all, thirty-five, to burn Korovatu, a village of the enemy directly on the road between our camp and Beimana; these people had stopped our communications with Beimana and the Serua coast, the enemy were constantly in the habit of making a rendezvous of the place, which they declared they intended to hold to keep open the communication between those living above Beimana, and called the "Kaiyata," and those living below, called the "Kai Ra."

On the arrival of our party, they found the Ruwailevu people engaged in building new houses, and putting up a fence round the village.

They at once decamped, and the rest of the people, consisting of those who had fled from Vatu Mali to Naqaqa, but had afterwards left there for this village, were brought into the native village of Nasaucoko and disarmed.

Every care is being taken of them by the people here, to whom they are related.

Previously to leaving, the village was destroyed in obedience to my orders.

It may be necessary, perhaps, to explain my reasons for this action by comparing the country in the possession of the enemy to an ordinary funnel, the neck

of which constitutes the tribes below Beimana, and the wide top those above that village.

The country above Beimana is wide, hilly, and in places covered with forest, and the cannibals residing below Beimana, who I shall for the future style the "Kai Ra," expressed the determination to hold Koro Vutia in order that, when worsted by the Nadroga and other loyal natives, they might flee to the wide, hilly, forested country of the "Kai Yata," and, as they suppose, keep up the fighting for an indefinite period.

But I had previously determined to begin from Nadrau, so as to force the enemy down to the neck of the funnel at the back of Nadroga and on the river, and to this alone may be ascribed the fact of the immunity hitherto enjoyed until the affair at Tatuba of the Naqaqa people.

I have, however, omitted to state that the Chief of Beimana was in company at the time with the men I sent to burn Korovutia.

I received a letter to-day from Captain Knollys, A.D.C., Deputy Commissioner, to inform me that on the night succeeding these events the "Kai Ra" assembled in force to visit the scene, when a Beimana man who was present, who bore enmity to the Chief's brother, informed them that Kolikoli, the Chief of Beimana, assisted in burning the village.

They at once left for Beimana, entering into and occupying three portions of it. The Chief's officer challenged them; they said they came to fight, so he shot one dead; afterwards two others were shot, and on the setting of the moon they left, leaving one dead body in the hands of the Beimana people, who sent it to Nasaucoko in witness of their action on the Government side.

In conclusion, I have the honour to inform you that the behaviour of our men is deserving of the very highest praise.

No. 51.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, June* 29, 1876.

I HAVE received your despatch of the 19th of January, forwarding the Estimates of Revenue and Expenditure of Fiji for the year 1876, together with your further despatch, of the 26th of the same month,* containing a detailed report upon those Estimates.

2. As regards the Establishment, I observe that the additions in this Estimate over that for the fonr last months of 1875 are at the rate of about 1,600*l.* a-year; but I am not prepared to dissent from the conclusions which have induced you to consider them as essential for the present.

3. Under the head of Services, exclusive of the Establishment, a comparatively large item, 14,480*l.*, is set down for immigration purposes, but of this sum nearly one-half is required for the return passages of labourers whose term has expired, and I trust that it may yet be found possible to recover a considerable part of this sum. With regard to the introduction and employment of Indian labourers, it is desirable that I should receive full explanations from you in a separate despatch.

4. You are aware that some persons in this country object in principle to the extension of the system of coolie emigration to any new colonies; and while I am of course satisfied that, under your supervision, the interests of the Indian labourer will be fully protected, it is necessary that you should give me detailed information as to the safeguards which you will be able to establish against any abuses.

5. Of the two several sums of 500*l.* for the drainage and water-supply of Levuka, which I observe in the amount of 14,015*l.* which you have allotted to public works, I understand that if, as seems most likely, the Capital will be fixed elsewhere, this expenditure will not be wholly required.

6. As I have addressed a separate despatch to you on the subject of the purchase and employment of the steamer "Fitzroy," I need only on the present occasion express a hope that it may be found possible, in view of the smallness of her tonnage and the price of Australian coal in the ports nearest Fiji, to keep the expenditure in maintaining her strictly within the limits which you have prescribed. I am the more disposed to anticipate that this may be effected, as the uses to which the "Fitzroy" will be put are apparently of an occasional nature; an additional

* Not printed.

heavy item appearing in the Estimates for inter-insular service. From her tonnage, also, I observe that it cannot be intended that she should convey you beyond the limits of the Colony, nor, indeed, would it seem fitting that your visits to the neighbouring islands in your capacity of High Commissioner should be generally made otherwise than in a man-of-war.

7. A serious deficiency of revenue seems inevitable during the present year, in view of a proposed expenditure of 71,381*l.* against a revenue estimated at 40,400*l.*, which revenue, I greatly fear, may not be obtained. It is urgently necessary that you should proceed very slowly in the two principal matters of expenditure, viz., public works, on which you propose to expend 14,015*l.*, and immigration, to which you assign 14,480*l.* I have requested the Lords Commissioners of the Treasury to authorize the preparation of a Supplementary Estimate for the present financial year, in order to obtain from Parliament a further grant in aid of the revenues of the Colony.

8. It only remains for me to convey to you my sanction to the Estimates for this year, on the understanding that reductions in the sense which you propose will eventually be carried out so far as circumstances may admit.

9. I would observe for your future guidance that a Table of Assets and Liabilities should have accompanied the Estimates which you have sent home.

I have, &c.
(Signed) CARNARVON.

No. 52.

Colonial Office to Treasury.

Sir, *Downing Street, June* 29, 1876.

I AM directed by the Earl of Carnarvon to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying despatches from the Governor of Fiji, together with a copy of his Lordship's reply,* respecting the estimates of revenue and expenditure for the present year, to which, in the circumstances mentioned, his Lordship has not felt justified in withholding his sanction.

Looking to the financial condition of Fiji as shown in these despatches, I am to state that Lord Carnarvon feels that there is no possibility of dispensing with the sum of 60,000*l.* remaining unvoted, out of the sum of 100,000*l.* promised in your letter of the 12th of June, 1875, in aid of the revenues of Fiji; and I am to request that you will inform him whether their Lordships are of opinion that a supplementary estimate for 1876-7 may at once be prepared in this Department for that amount.

I am, &c.
(Signed) W. R. MALCOLM.

No. 53.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, July* 4, 1876.

I HAVE had before me your despatch of the 28th of April,† respecting the payment of the wages and return passages of Polynesians employed on plantations in Fiji, and reporting that about 3,000 time-expired labourers were still awaiting the opportunity of returning to their homes.

2. I see no reason to doubt that, under the regulations in force, justice will be done as regards the payment of wages due to these Islanders, and I have full confidence in your judgment in respect to the gradual return of those whose term of service is expired, and who may elect to go back to their own country.

3. I have not overlooked the difficulties which have surrounded this question, chiefly in consequence of the epidemic with which the Colony was visited last year, and my despatch of the 28th of May, 1875,‡ will have informed you that I approved the decision at which Sir H. Robinson had arrived, to delay taking steps for obtaining vessels to return labourers during the prevalence of the measles.

4. I observe in a despatch addressed by Mr. Layard to Lord Derby on the

* No. 51. † No. 49. ‡ No. 20 of C. 1337 of 1875.

3rd of September, 1874, a suggestion to the effect that it would be well if such Polynesians as might be disposed to settle in the Colony could be encouraged to do so by the offer of plots of land, a proposal which would appear to acquire additional weight from the fact that 40,000 of the population have since that time been unhappily swept away. I am not, however, aware how far it would be possible to find land in suitable situations for this purpose.

The suggestion has only been thrown out, and does not seem to have been weighed or considered, but as it might, if feasible, conduce towards lessening the the present difficulties of the Colony, I should be glad if you would consider and report to me whether, in cases where labourers are clearly willing to settle in Fiji, some inducement of this nature could be extended to them with profit to the Colony under your Government.

5. Such a scheme, if it could in any measure be carried out, would appear to possess the advantages of encouraging a small number of Islanders of industrious habits to settle among the population, and of saving the expenditure of some part of the large sum which it has been found necessary to set apart in this year's estimates for the return of Polynesians to their homes, and besides the more rapid extinction of the expenditure on this service to which you look forward in the future.

6. In such cases it would of course be necessary to place beyond all doubt the fact that the act of settlement was purely voluntary on the immigrant's part.

I have, &c.
(Signed) CARNARVON.

No. 54.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, July* 7, 1876.

I HAVE received, with much regret, the intelligence conveyed in your despatch of the 6th of May,* reporting the outbreak of disturbances, attended with loss of life, which had summoned you to Viti Levu, and which had rendered it necessary to adopt active measures with the view of re-establishing law and order.

I await with anxiety the receipt of further information, and rely on the exercise of a spirit of firmness and conciliation on your part in effecting the pacification of the disturbed districts.

I have, &c.
(Signed) CARNARVON.

No. 55.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(Received July 18.)

My Lord, *Nasova, Fiji, June* 7, 1876.

I HAVE the honour to submit for your Lordship's approval rough estimates of the revenue and expenditure of the Colony for 1877. I do so at this early date because they involve very important decisions, and because, in the event ot their adoption, it is desirable that I should be able, some months before the end of the year, to give notice of the intentions of Her Majesty's Government to those affected by the proposed changes.

2. The present financial position of the Colony cannot be considered satisfactory. The expenditure for 1875 amounted to 42,265*l.* 4*s.* 5*d.*, whilst the revenue for that year, exclusive of the Imperial Loan, was only 16,255*l.* 16*s.* 11*d.*

3. The deficit of 26,009*l.* 7*s.* 6*d.* thus accruing was covered by an appropriation of that amount from the loan of 40,000*l.* advanced by the Imperial Parliament.

4. As regards the present year the Receiver-General is of opinion, and in this opinion I concur, that the estimate of revenue, from sources other than native taxes, will at least be fully realized. These sources of revenue were estimated at 18,000*l.*, and the receipts from them during the first quarter of the year exceeded 5,000*l.*

* No. 50.

5. With regard to the item of native taxes, the new system was established so short a time before the commencement of the present year that its full effects cannot be felt until 1877, and although I believe much more than that amount will be received, I think it safer to assume that only half of the assessment of 22,000*l.* will be received during the current year.

The estimate of revenue from all sources for the year will then be 29,000*l.*

6. The estimated expenditure for the year is, on account of establishment 23,085*l.*, and on account of services, exclusive of establishments, 48,296*l.* 9*s.* 9*d.*, making a total of 71,381*l.* 9*s.* 9*d.*

The expenditure of the first quarter has reached the sum of 13,245*l.* 16*s.* 4*d.*, which would, if the same average were maintained throughout the year, forecast a total expenditure of about 53,000*l.* But unforeseen causes of expenditure have already arisen and may be multiplied, and I will therefore assume that the expenditure will not fall short of 60,000*l.*, beyond which sum I think it certainly will not pass.

7. It will be necessary, therefore, to provide for a deficit of 31,000*l.* To meet in part this deficit, a balance remaining in hand at the end of 1875 amounting to 12,379*l.* 10*s.* may be applied, a deficit of 18,620*l.* 10*s.* will still be left.

8. Your Lordship has informed me in your despatch of the 29th June, 1875, that it is the intention of the Imperial Government during the present Session to ask Parliament for a vote of 60,000*l.* to be advanced to the Colony in the same manner as the loan of 40,000*l.* during last year.

If this loan is sanctioned the final estimated deficit will be covered, and a sum of about 41,000*l.* left in hand at the end of 1876.

9. This result, however, can be expected only on the assumption that three important and costly undertakings are to remain untouched during the current year:—

(1.) The liquidation of the claims against the late Fijian Government, roughly amounting to 90,000*l.*, but probably reducible to 80,000*l.* or 75,000*l.*

(2.) The construction of the capital at Suva, Levuka, Savu-Savu, or elsewhere.

(3.) The settlement of the claims of the Polynesian Company, for which a sum of 9,000*l.* has been already virtually appropriated.

10. The financial position of the Colony for 1877 painted in its blackest colours may be stated as follows;—

	£
Expenditure for 1877 (repeated from 1876)	70,000
Formation of a Capital, say	20,000
Debt of Fijian Government	90,000
Payment of Polynesian Company	9,000
Imperial loan	100,000
	289,000

Against which may be placed—

	£
Estimated revenue, say	40,000
Balance from loan	41,000
	81,000

But in point of fact this statement is over coloured. The expenditure for 1876 is not likely to exceed 60,000*l.*, and there are several large items which need not reappear in the estimates for 1877.

The cost of the formation of the Capital if its site be anywhere but Levuka may be to a great extent, in the opinion of the Surveyor-General, almost altogether defrayed by the sale of lots in the intended township. And the liabilities of the late Fijian Government will probably be much reduced by close investigation.

11. The case may therefore more fairly be stated thus:—

	£	£
Expenditure for 1877		60,000
Debt from Fijian Government		80,000
Payment to Polynesian Company		9,000
Imperial loan		100,000
		249,000
Revenue, 1877	40,000	
Balance from loan	41,000	
		81,000
Total amount of liabilities		168,000

I have made the statement in the above form as being the most simple shape in which the financial position of the Colony can be expressed.

In dealing, however, with the finances, I propose to treat the figures in a different, and I hope, more satisfactory manner.

12. I propose to reserve altogether the 41,000*l.*, balance from the loan of 1876, for works of a necessary but remunerative character. This will increase the sum required to meet the liabilities of the Government to 209,000*l.*, and leaving out of consideration, for the present, the Loan from the Imperial Government (the repayment of which is not expected to be made until more prosperous days), there remains to be met a debt of 109,000*l.*

13. The amounts of the actual debts of the Government, so far as they can be ascertained—and I do not suppose they are less than what I have now stated—are matters of fact and cannot by any process short of repudiation be diminished.

14. The two remaining factors of the calculation, viz., the revenue and ordinary expenditure for the year, are of course merely rough estimates, and are susceptible of alteration and modification. With regard to the first of these factors, I am of opinion that there is no reason to expect any very large excess in the revenue of 1877 over that of 1876, except in the item of native taxes. Under this head there will be a large augmentation, and I am confident that the revenue from this source will not fall short of the estimates made for 1876, and will probably considerably exceed them.

15. But the Estimates for 1876, although they may be realized, will not be greatly exceeded in 1877. And several years will probably elapse before the evil effects that have arisen from the unsettled state of questions vital to the interests of the Colony, and the calamities with which it has been visited have passed away, and before a better state of things will have time to bear fruit. These considerations, and the calculations I have made, forbid any sanguine hope that the estimated deficit at the end of 1877 will be falsified by a rapid increase of revenue or any other abnormal circumstance.

16. There remains to be considered one other changeable factor in these Estimates, and that is the estimated expenditure. And with the alterations in the establishments which I am about to submit to your Lordship, I believe it is possible to reduce the expenditure to such an extent as to render the revenue sufficient to cover every item of ordinary establishment and services, as well as the interest on a loan which it will be necessary to raise.

17. I have already estimated that, at the end of 1876, there will be a balance in hand of about 41,000*l.*, the unexpended portion of the Imperial Loan of 60,000*l.* I would propose to devote this sum strictly to purposes of reproductive works and services, and to any expenses incurred in the formation of a new capital not covered by the sale of town lots. I would not appropriate it as a portion of the revenue, but would keep a separate and distinct account of it.

18. I estimate the revenue for 1877 at, at least, 40,000*l.* That amount would more than cover the estimates of expenditure now transmitted for your Lordship's sanction.

19. Among the items of expenditure will be observed the sum of 4,500*l.*, on account of "interest on loan." It is plainly impossible to meet the outstanding liabilities of the Colony in any other manner. To meet them fully, a loan of 100,000*l.* would be required. I have estimated the interest at 4½ per cent.; but it is possible that, if the creditors of the late Fijian Government are paid in debentures of this loan, these debentures may, as recommended in your Lordship's despatch of the 29th June, 1875, be made to bear a lower rate of interest.

20. The sum of my recommendations is then as follows:—

(1.) To raise a sufficient loan to meet all liabilities.

(2.) To devote the unappropriated balance of the Imperial advance to its more legitimate purposes of reproductive works, and the formation of a new capital.

(3.) Resolutely to reduce ordinary expenditure.

21. I now proceed to discuss the various reductions in the scheme of Estimates for 1877 now submitted for your Lordship's approval.

The total amount under the head of Establishments is 19,293*l.*; that under the head of services, exclusive of Establishments, is 18,134*l.*; making a total of 37,427*l.*

The estimated Revenue, and it appears to me a safe one, is 40,000*l.*

22. In now proposing reductions of Establishment, your Lordship must distinctly understand that I conceive them to be such as will in almost every case

impair the efficiency of the public service. It is not because I think the posts I shall proceed to name can with propriety be abolished that I recommend their abolition, but because, if it be necessary, and it undoubtedly is so, to reduce the public expenditure, these are the offices which can, in my opinion, be dispensed with with the least injury to the public service.

23. (1.) *The Governor.*—Under this head I can only suggest prospective reductions, and, considering how difficult a task he will have for a long while yet to perform, I have great doubts whether they ought to be made.

24. (2.) *Colonial Secretary.*—I would add to the Colonial Secretary's functions those of Registrar-General.

The third Clerk is principally occupied with native correspondence. If, as I hereafter suggest, such matters are dealt with in a different manner, it is possible that the services of the third Clerk might be dispensed with. Although, when the increase of business consequent upon the addition of the Registrar-General's duties to those of the Colonial Secretary are considered, I can only make this recommendation with doubt and hesitation, and without any positive assurance that I shall find myself able to carry it out.

25. *Receiver-General.*—In this Department I propose no change.

26. *Auditor-General.*—This office in its present form I propose to abolish. If the main functions of the audit are to be performed in London, an experienced accountant at a salary equal to that of the present Audit Clerk will be quite competent to perform such duties as fall to the local Auditor.

As a seat in the Legislative Council is attached to the post of Auditor-General, I propose that this officer be henceforth styled "Government Auditor."

27. *Survey Office.*—My alterations in this office must depend entirely on the view taken by your Lordship of the recommendations with regard to the stay in Fiji of the detachment of Royal Engineers, which I propose to make to your Lordship at an early date, and I therefore suggest no present change.

28. *Post Office.*—The duties of Postmaster at Levuka might be performed by a Serjeant of Police, at a slightly increased salary, say 130*l.* The services of the Assistant Postmaster, though always useful, cannot be said to be incessantly required. It is only on the arrival and departure of the monthly mails that help is indispensable; and I believe that a sum of 20*l.* for occasional assistance to the Postmaster included in the services exclusive of Establishments would be sufficient to procure such aid. It is with much reluctance that I suggest the discontinuance of the district Postmasters.

They cannot, however, be said to be essential to the service of the Government, as I have no doubt the postal service would be carried on as before the beginning of the year, for, in fact, they have never yet been appointed.

29. *Commissioner of Lands and Agent General of Immigration.*—I propose no immediate change in this office, but a prospective saving of 40*l.* might be made on the retirement of the present First Clerk.

30. It is with much regret that I propose the abolition of the office of Government Medical Officer for the Eastern Islands. I cannot, however, say that the office is absolutely necessary. The fact of there being an Assistant Medical Officer will enable the Chief Medical Officer to absent himself occasionally on special duty from Levuka; and if I am able, as I propose, to appoint a medical man to be a Stipendiary Magistrate, I think the post may be temporarily dispensed with, until the finances of the Colony are in a more flourishing condition.

31. *Judicial.*—Under this head I propose very extensive reductions.

If the Chief Justice is to be, as I trust is the case, Judge of Admiralty, Judge of the High Commission Court, &c., the salary cannot be reduced. If he is to be merely Chief Magistrate of a small Colony, it might be reduced to 800*l.*, but this cannot be at once effected.

32. The present Acting Attorney-General is perfectly competent to perform the duties of the office. His services could be retained for his present salary of 500*l.*, with a prospective increase to 600*l.* when the finances of the Colony admit.

33. I have already suggested that the Registrar-Generalship shall be attached to the Colonial Secretaryship, which will effect a saving of 150*l.*

The office of Chief Native Magistrate may, in its present form, be abolished, though it will reappear elsewhere.

34. I propose altogether to abolish the office of Interpreter to the Supreme Court. The amount of interpretation required there has proved to be very much smaller than was anticipated, and could be provided for either by the employment of

one of the interpreters already in the Government service, or by the payment of another interpreter when occasionally required.

35. The duties of Clerk and Interpreter to the Police Court can, I now think, be performed by the same person. A saving of 150*l.* will be thus effected.

36. I most unwillingly recommend the reduction of the Stipendiary Magistrates to the number of four, in addition to the Police Magistrate. This is, in a measure, only practicable, however, if the slight increase of expenditure under other heads is adopted.

If those suggestions be adopted, I would reduce the Stipendiary Magistrates to three at 300*l.* and one at 250*l.* per annum. Though I admit the burden on them will be of some weight, I think that, in the present circumstances of the Colony, the Magistrates must, as formerly, do their own clerical work.

These measures will render necessary some increase in the native magistracy.

37. *Police and Gaols.*—Two Sub-Inspectors, the one at 200*l.*, and the other at 150*l.*, per annum, may, perhaps, be made to suffice, and it might be found possible to dispense with the services of one European constable.

38. *Provincial.*—A large prospective saving may be effected on the salaries of the Rokos. No successor of Maafu need receive more than half the salary enjoyed by that Chief, and proportionate reductions might, in the case of a vacancy, be made in most of the other provinces. But I would most strongly deprecate, as in the highest degree impolitic, any tampering with the remuneration of the present holders of these posts. Their discontent, want of assistance and passive opposition, would cost even in money more than the amount reduced.

39. These charges would involve a reduction of 4,572*l.* on the establishments voted for the present year.

But, if they be effected, certain increases will become necessary. Of these, the most important is that of a Commissioner of Native Affairs.

The duty of this office would be to supervise, advise, and control the native Governors and Magistrates, and to conduct the native correspondence of the Government. He would require to be constantly moving, and must be a man of peculiar attainments and qualifications, possessing not only a perfect knowledge of the language, but also commanding the confidence of the Chiefs and the respect of the people.

Such a man could not be employed under 450*l.* per annum. He will require some native assistance; and, as I have already said, the number of native Magistrates will have to be slightly increased. In connection with this plan it will also be necessary to provide the Rokos with efficient native Chiefs, and for this I have set down a sum of 180*l.*

40. The salary of the Commissioner in the highlands of Viti Levu, who has hitherto drawn salary as a Stipendiary Magistrate, must also be augmented. The net reduction will then only amount to 3,792*l.*

41. That these establishments are still large compared with the present resources of the Colony cannot be denied; but your Lordship does not require to be told that a population more numerous than Trinidad, composed of discordant races, inhabiting islands remote from each other, and two of which are each nearly in area to Jamaica, cannot be governed without considerable expenditure or by a very small establishment.

Nor need I remind your Lordship that, in the early stages of the existence of a Colony, its establishments are always disproportionate to the revenue. Twenty years ago, when the revenue of Trinidad was 76,900*l.*, its establishments cost 48,000*l.* Very nearly the same establishments still suffice, but the revenue has risen to 300,000*l.*

To take a case nearer at hand: I think it will be found that the establishments of New Zealand were, in the early days of that Colony, a yet larger proportion to the total revenue than those of Fiji.

42. The items in my estimate of expenditure, exclusive of establishments, have been carefully calculated from the data at hand, and there are but few which call for special remark.

It is to be observed that the heavy charge, 1,500*l.* a-year, of Cakobau's pension is one which must shortly cease. During his life it would be most impolitic, and, in my opinion, also dishonourable, to attempt its reduction.

43. It is probable that, by the beginning of next year, the demands on the vote for printing, on account of Ordinances, forms, &c., will be greatly diminished; and I

think that more economical arrangements than have hitherto been made may be entered into for carrying out this work. A vote of 600*l.* ought to suffice.

44. The item of 500*l.* for rent is placed on the Estimates on the assumption that it will be necessary to retain the use of all the buildings in Levuka now occupied by the Government.

45. Under the head of immigration I have estimated the expenses of the depôt at 250*l.* This sum is intended to cover merely the primary cost of the establishment, including such items as rent of the premises, wages of the overseer, &c. The actual outlay attendant on the importation of labourers on their return-passage would fall upon a special vote, and be charged to the sum set apart for reproductive undertakings.

46. The sum of 4,500*l.* appears as interest on loan; the amount is calculate at 4½ per cent. on 100,000*l.* It is also, I think, worthy of your Lordship's consideration whether, if some 80,000*l.* or more of this loan of 100,000*l.* is to be issued in the shape of debentures at par to the creditors of the late Fijian Government, it might not be worth while to prevent the exposure in the public market of the small remainder of the loan, which it is not impossible might be taken up on terms which might give some cause for complaint to those who had been compelled to accept debentures at the full nominal value.

47. I must now touch briefly on the alterations, by way of omission, which appear in my Estimates.

Under the head of works I have only provided 500*l.* for the repair of buildings. Many of those now in the occupation of Government are in a disgraceful state. This is the only item I propose to admit into the estimate of ordinary expenditure.

The cost of all new works and buildings I would propose to charge to the fund set apart for reproductive undertakings.

48. The expense attendant on the settlement of claims to land by the Lands Commission should, I consider, be made to fall on the loan, and not on the ordinary current expenditure.

49. I have also omitted to provide for the maintenance of streets, lighting, &c., in Levuka. I propose that a Town Board be created, empowered, under certain restrictions, to levy rates for such purposes. By this means a certain portion of its present work and responsibility would be taken off the hands of the Government—a desirable object in itself, and the general revenue would be relieved of a considerable charge.

50. Nor have I charged the Estimates with a vote for the Board of Health. I would propose that a sanitary rate be raised in each district, to meet the expenses incurred by the Board of Health, and that such rate should be administered by that Board.

51. To make such a scheme practicable, it must be made a first condition that the native population is to be left to govern itself in all minor matters, in accordance with a system of law that it is capable of understanding and administering. The administrative machinery I retain may possibly suffice temporarily for the requirements of the white population, and the Commissioners I propose to appoint will be able to overlook the natives to such an extent as to check serious injustice, and bring about the gradual discontinuance of habits and customs of an objectionable character.

52. One other point yet remains to be touched upon, and that is, the provisions for the carrying out of reproductive undertakings.

53. I now propose to treat of the 48,000*l.* balance from the loan of 1876.

I would propose to devote 25,000*l.* to the carrying on of reproductive works during the year 1877, and would distribute that amount as follows:—

	£
Lands Commission	2,000
Immigration	6,000
Roads	5,000
Seat of Government	6,000
Inter-insular steam service	3,000
Sundry works	3,000
	25,000

54. A balance of 16,000*l.* would be left on hand to be expended during the following year 1878.

By that time it would be only reasonable to expect that the revenue would at least admit of another loan of 50,000*l.* being raised, involving a payment on account of interest of about 2,250*l.* for the continuance of reproductive works.

55. If in the year 1879, after four years of British rule, the circumstances of the country did not begin to show marked improvement, it would, I think, be impossible not to conclude that the fault was either in the country itself, or in the unskilfulness of its administrators.

56. Before terminating this despatch, I must observe that of course it is impossible so long before the close of the present year to pronounce with absolute accuracy what items it may be necessary to place upon the estimate of expenditure, exclusive of Establishments, for 1877.

All that I now wish to do is to submit the broad outlines of my plan to your Lordship's consideration, without absolutely pledging myself to this or that detail, the expediency of which might at a later period appear to be questionable. So long as the object is attained of bringing the expenditure of the year within the income of the year, considerable latitude must, it will I think be admitted, be allowed as to the means by which its attainment is rendered possible.

I have, &c.

(Signed) A. GORDON.

Inclosure in No. 55.

ABSTRACT of the Sums required to Defray the Expenses of the Colonial Government of Fiji for the period commencing 1st January 1876, and ending 31st December, 1876.

Establishments.	Fixed Establishments.	Temporary and Provincial.	Total.
	£ s. d.	£ s. d.	£ s. d
The Governor	3,620 0 0		
Colonial Secretary's Office	..	1,100 0 0	
Receiver-General's Office	..	1,370 0 0	
Audit Office	..	700 0 0	
Survey Office	350 0 0	150 0 0	
Post Office	..	377 0 0	
Commissioner for Lands and Agent General of Immigration	..	940 0 0	
Medical	650 0 0	200 0 0	
Judicial	1,500 0 0	5,648 0 0	
Police and Gaols	..	3,260 0 0	
Provincial	..	3,220 0 0	
	6,120 0 0	16,965 0 0	
Exclusive of Establishments.			23,085 0 0
Pensions	..	1,600 0 0	
Judicial	..	847 0 0	
Colonial Secretary's Office	..	1,675 0 0	
Hospitals	..	975 0 0	
Charitable allowances	..	150 0 0	
Rent	..	475 0 0	
Works	..	14,015 0 0	
Stores	..	550 0 0	
Police	..	2,101 0 0	
Gaols	..	265 0 0	
Treasury	..	15 0 0	
Postal	..	310 0 0	
Customs and Harbour Office	..	601 0 0	
Military	..	917 6 0	
Provincial	..	1,540 0 0	
General Transport	..	75 0 0	
Immigration	..	14,480 0 0	
Steamer "Fitzroy"	..	2,856 0 0	
Miscellaneous	..	7,849 3 9	
			48,296 9 9
Total estimate of Expenditure	..	..	71,381 9 9

Colonial Estimates.—Fiji.

Expenditure.

[The Salaries proposed to be reduced are printed in *italics*, and the Reductions stated in the last Column.]

Establishments Detailed.	Fixed Establishments.	Provisional and Temporary.	Total.	Governor's Reductions.
	£ s. d.	£ s. d.	£ s. d.	£
Salaries.—The Governor				
His Excellency the Governor	5,000 0 0			
Private Secretary	300 0 0			
Aide-de-Camp	170 0 0			
Private Interpreter	150 0 0			
	5,620 0 0			
Less 2,000*l.* returned by his Excellency . ..	2,000 0 0			
		..	3,620 0 0	
II.—*Colonial Secretary's Office.*				
Colonial Secretary and Receiver-General . ..	..	500 0 0		
First Clerk and Clerk of Council	..	250 0 0		
Second Clerk	..	200 0 0		
Third Clerk	..	*150 0 0*	..	150
			1,100 0 0	
III.—*Receiver-General's Office.*				
Clerk of the Treasury	..	200 0 0		
First Clerk of Customs and Shipping-master ..	..	250 0 0		
Second Clerk and Bond-keeper	..	150 0 0		
Third Clerk	..	150 0 0		
2 Boarding Officers, at 150*l.* each	..	300 0 0		
Custom-house Officer, Suva	..	70 0 0		
Harbour-master	..	200 0 0		
Light-keeper	..	50 0 0		
			1,370 0 0	
IV.—*Audit Office.*				
Auditor-General	..	*500 0 0*	..	500
Clerk	..	200 0 0		
			700 0 0	
V.—*Survey Office.*				
Surveyor-General	350 0 0			
Clerk and Interpreter	..	150 0 0		
			500 0 0	
VI.—*Post Office.*				
Colonial Postmaster	..	250 0 0		
(*Reduced to*)	..	*130 0 0*	..	120
Assistant	..	*85 0 0*	..	85
District Postmasters (7)	..	*42 0 0*	..	42
			377 0 0	
VII.—*Commissioner of Lands and Agent-General of Immigration.*				
Commissioner, &c.	..	500 0 0		
First Clerk	..	240 0 0		
Second Clerk	..	200 0 0		
			940 0 0	
VIII.—*Medical.*				
Chief Medical Officer	350 0 0	..		
Government Medical Officer for Eastern Islands ..	*300 0 0*	*50 0 0*	..	350
Assistant Medical Officer	..	150 0 0		
	650 0 0	200 0 0		
			850 0 0	
IX.—*Judicial.*				
Chief Justice	1,000 0 0			
Clerk	..	200 0 0		
Attorney-General	500 0 0	*250 0 0*	..	250
Police Magistrate and .. .. }	..	350 0 0		
Registrar-General .. .. }	..	*150 0 0*	..	150
Chief Native Magistrate	..	*120 0 0*	..	120
Registrar, Supreme Court	..	240 0 0		
Interpreter, ditto	..	*200 0 0*	..	200
Clerk to Attorney-General	..	150 0 0		
Clerk to Police Court	..	150 0 0		
Interpreter to ditto	..	*150 0 0*	..	150

Establishments Detailed.	Fixed Establishment.	Provisional and Temporary.	Total.	Governor's Reductions.
	£ s. d.	£ s. d.	£ s. d.	£
Bailiff, &c.	..	100 0 0		
4 Stipendiary Magistrates, at 300*l.*	..	1,200 0 0		
(*Reduced to* 3 *ditto*)	..	*900 0 0*	..	300
4 Stipendiary Magistrates, at 250*l.*	..	1,000 0 0		
(*Reduced to* 1 *ditto*)	..	*250 0 0*	..	750
Commissioner for the Interior	..	100 0 0		
18 native Magistrates	..	288 0 0		
8 *Clerks of the Peace*	..	*1,000 0 0*	..	1,000
			7,148 0 0	
X.—*Police and Gaols.*				
Superintendent of Police and Prisons	..	300 0 0		
Clerk	..	50 0 0		
Gaoler and Sub-Inspector	..	250 0 0		
1 Sub-Inspector, at 200*l.*	..	200 0 0		
3 Ditto, at 150*l.*	..	450 0 0		
(*Reduced to* 1 *ditto*)	..	*150 0 0*	..	300
1 Sergeant	..	125 0 0		
8 European Constables, at 105*l.*	..	840 0 0		
(*Reduced to* 7 *ditto*)	..	*735 0 0*	..	105
2 half-caste Constables, at 75*l.*	..	150 0 0		
250 native Constables	..	750 0 0		
1 Warder to Gaol	..	70 0 0		
1 half-caste Warder, at 75*l.*	..	75 0 0		
			3,260 0 0	
XI.—*Provincial.*				
Roko Tui Lau	..	600 0 0		
,, Cakaudrovi	..	360 0 0		
,, Tai Levu	..	340 0 0		
,, Bua	..	220 0 0		
,, Macuata	..	220 0 0		
,, Rewa	..	200 0 0		
,, Kadavu	..	200 0 0		
,, Nadroga	..	100 0 0		
,, Ra	..	100 0 0		
,, Ba	..	100 0 0		
,, Namosi	..	140 0 0		
111 Bulis	..	640 0 0		
	1,500 0 0		3,220 0 0	
			23,085 0 0	4,572
Commissioner	..	450 0 0		
Scribes	..	180 0 0		
Native Assistants	..	150 0 0		
		780 0 0	..	780
				3,792

Expenditure (exclusive of Establishments).

Services.	Item.	Total.	Governor's Reductions.	
	£	£	£	£
XII.—*Pensions.*				
Cakobau	..	1,500 0 0		
Adi Arieta Kuila	..	100 0 0		
		1,600 0 0		
XIII.—*Judicial.*				
Jury fees and witnesses' expenses in Crown cases	..	200 0 0		
Coroner's Fees	..	*40 0 0*	..	40
Incidentals	..	*15 0 0*	..	15
Travelling expenses of Magistrates	..	502 0 0		
(*Reduced to*)	..	*225 0 0*	..	367
		847 0 0		422

Services.	Item. £ s. d.	Total. £ s. d.	Governor's Reductions. £	£
XIV.—*Colonial Secretary's Office.*				
Stationery for all Departments	450 0 0			
(*Reduced to*)	*150 0 0*	..	300	
Printing and advertising	1,200 0 0			
(*Reduced to*)	*600 0 0*	..	600	
Presents to Kai Colos at Navulo	*25 0 0*	..	25	
		1,675 0 0		775
XV.—*Hospitals.*				
Medical attendance	100 0 0			
Clerk and Dispenser, 100*l.*; Nurse, 60*l.*; 4 attendants, 40*l.*	200 0 0			
Clerk and Storekeeper, for Medical Officer, Lau ..	*75 0 0*	..	75	
Provisions	240 0 0			
Bedding and other necessaries	60 0 0			
(*Reduced to*)	*20 0 0*	..	40	
Miscellaneous	300 0 0			
(*Reduced to*)	*200 0 0*	..	100	
		975 0 0		215
XVI.—*Charitable Allowances.*				
Maintenance of lunatics	150 0 0	150 0 0		
XVII.—*Rent.*				
Rent of public offices	475 0 0	475 0 0		
XVIII.—*Works.*				
Inclosing and keeping in order Cemetery	*100 0 0*	..	100	
Repairs to buildings	500 0 0			
Material for lighting, and repairs to streets and bridges in Levuka	*300 0 0*	..	300	
Grant in aid of Stipendiary Magistrates' houses (8 *at* 20*l.*)	*160 0 0*	..	160	
Gaols, Court-houses, and Police Stations in Provinces	*200 0 0*	..	200	
Roads	*10,000 0 0*	..	10,000	
Drainage of Levuka	*500 0 0*	..	500	
Water supply, Levuka	*500 0 0*	..	500	
Powder magazine	*70 0 0*	..	70	
Fireproof vault	*50 0 0*	..	50	
Extension of hospital	*60 0 0*	..	60	
Soldiers' barracks	*650 0 0*	..	650	
Machine shed	*25 0 0*	..	25	
Rest-house for public officers	*250 0 0*	..	250	
Purchase of timber	*50 0 0*	..	50	
Shed for storing timber	*100 0 0*	..	100	
Incidentals	*500 0 0*	..	500	
		14,015 0 0		13,515
XIX.—*Stores, &c.*				
Office furniture	300 0 0			
(*Reduced to*)	*100 0 0*	..	200	
Sundry stores	250 0 0			
(*Reduced to*)	*150 0 0*	..	100	
		550 0 0		300
XX.—*Police.*				
Rations for 250 native Constables, including clothing and allowances	2,000 0 0			
(*Reduced to*)	*1,700 0 0*	..	300	
Travelling expenses, police and prisoners	50 0 0			
Ditto, Superintendent	36 0 0			
Incidentals	15 0 0			
		2,101 0 0		300
XXI.—*Gaols.*				
Rations for prisoners, including clothing and allowances	200 0 0			
Medical attendance at prison	50 0 0			
Incidentals	*15 0 0*	..	15	
		265 0 0		15
XXII.—*Treasury.*				
Incidentals	15 0 0	15 0 0		
XXIII.—*Postal.*				
Freight on mails	250 0 0			
Incidentals	60 0 0			
(*Reduced to*)	*20 0 0*	..	40	
		310 0 0		40

Services.	Item. £ s. d.	Total. £ s. d.	Governor's Reductions. £	£
XXIV.—*Customs and Harbour Offices.*				
2 Boats' crews	36 0 0			
Rations for same	50 0 0			
Incidentals	15 0 0			
Extra Boarding Officer	50 0 0			
Repairs to boats	150 0 0			
(*Reduced to*)	*60 0 0*	..	90	
Purchase of boats	150 0 0			
(*Reduced to*)	*100 0 0*	..	50	
Buoys and beacons	150 0 0			
(*Reduced to*)	*100 0 0*	..	50	
		601 0 0		190
XXV.—*Military.*				
Colonial pay, 62 men at 6*d.* per diem, 567*l.* 6*s.*; 1 officer at 200*l.*, and 1 at 150*l.*	917 6 0	917 6 0		
XXVI.—*Provincial.*				
Re-settlement of natives now at Koro	*40 0 0*	..	40	
Expenses incident to the collection of native taxes ..	1,500 0 0			
		1,540 0 0		40
XXVII.—*General Transport.*				
Travelling expenses of Commissioner of Lands, Surveyor-General, and other officers travelling on duty, at 7*s.* 6*d.* per diem	50 0 0			
Incidentals	*25 0 0*	..	25	
		75 0 0		25
(*To be replaced by*) *General transport*	*200 0 0*			
XXVIII.—*Immigration.*				
Expenses connected with depôt	180 0 0			
	250 0 0	..	250	
Ditto returning foreign labourers	*7,000 0 0*	..	7,000	
Introduction of immigrants	*7,000 0 0*	..	7,000	
		14,480 0 0		14,250
XXIX.—*Steamer "Fitzroy."*				
Master and crew	1,206 0 0			
Insurance	300 0 0			
Coals	750 0 0			
Sundry stores	250 0 0			
Food and rations for crew	350 0 0			
		2,856 0 0		
XXX.—*Miscellaneous.*				
Remittance on account of amount due for interest to Bank of New South Wales	*100 3 9*	..	100	
Interest on account Bank overdraft (Fiji Bank) ..	*25 0 0*	..	25	
Interinsular steam service, 6 months at 300*l.* ..	*1,800 0 0*	..	1,800	
Marine Survey	*350 0 0*	..	350	
Lands Commission	*2,500 0 0*	..	2,500	
Discharged soldiers' pensions (to be recovered from the War Office, and credited Miscellaneous Revenue)	54 0 0			
Miscellaneous Medical Fees	20 0 0			
		4,849 3 9		4,775
Total	..	48,296 9 9	..	34,662
Interest on loan	..	..	..	4,500
Total	..	..	..	30,162
General transport	..	..	..	175
Total	..	..	..	29,887

Estimates for 1876—	£	Reductions, 1877—	£
Establishment	23,085	Establishments	3,792
Services	48,296	Services	30,162
	71,381		33,954

	£
Estimates, 1876	71,381
Reduction, 1877	33,954
Estimated expenditure for 1877	37,427

Notice.

His Excellency the Governor, with the advice of the Executive Council, has been pleased to direct that the following Postal Tariff be substituted from this date for the Tariff hitherto in force in this Colony:—

Postal Tariff.

LETTERS.

I.—*Town Letters.*

	s.	d.
For delivery within the limits of Levuka, not exceeding half-ounce	0	1
Every additional half-ounce, or fraction of half-ounce	0	1

II.—*Inland Letters.*

Not exceeding half-ounce	0	2
Every additional half-ounce or fraction of half-ounce	0	2

III.—*Intercolonial Letters.*

New South Wales—Not exceeding half-ounce	0	2
Every additional half-ounce, or fraction of half-ounce	0	2
New Zealand, Queensland, South Australia, Tasmania, Victoria, Western Australia—not exceeding half-ounce	0	6
Every additional half-ounce, or fraction of half-ounce	0	6

IV.

New Caledonia, Tonga, Samoa—not exceeding half-ounce	0	6
Every additional half-ounce, or fraction of half-ounce	0	6

V.

All British Colonies, including India, other than Australian Colonies and Foreign Countries not specified—not exceeding half-ounce	1	0
Every additional half-ounce, or fraction of half-ounce	1	0

VI.

United Kingdom and Europe, viâ Melbourne and Brindisi—not exceeding half-ounce	1	3
Every additional half-ounce, or fraction of half-ounce	1	3
United Kingdom and Europe, viâ Melbourne and Southampton—not exceeding half-ounce.	1	0
Every additional half-ounce, or fraction of half-ounce	1	0
United Kingdom, Europe, and America, viâ San Francisco—not exceeding half-ounce	1	0
Every additional half-ounce, or fraction of half-ounce	1	0

VII.

Registration fee	0	4

VIII.

Newspapers, one penny each to all parts—no exception for the Colony itself.

IX.—BOOKS AND PACKETS.

Town and Inland—not exceeding two ounces	0	1
Every additional two ounces, or fraction of two ounces	0	1
Foreign (United Kingdom, &c.)—not exceeding two ounces	0	9
Every additional two ounces, or fraction of two ounces	0	9

By his Excellency's command,
(Signed) ARTHUR ELIBANK HAVELOCK,
January 3, 1876. *Colonial Secretary.*

No. 56.

Governor the Hon. Sir A. H. Gordon, K.C.M.G., to the Earl of Carnarvon.—(*Received July* 18.)

My Lord, *Nasova, Fiji, June* 7, 1876.

IN my despatch of the 6th May,* I had the honour to report the occurrence of disturbances in the Island of Viti Levu.

2. The information which I have obtained from Mr. Commissioner Carew and other sources, as to the present posture of affairs, is to the following effect:—

3. The tribes of Na Gali Mari, a portion of the tribe of Miya Koro, the small

* No. 50.

tribes known collectively as the Ruwai Levu, and the town of Nibutantau, seem to be the only parties to the late outrages. All the other tribes of the interior, Christian and heathen, profess allegiance to the Government, and readiness to assist in the punishment of the offenders, who have taken refuge for the most part in the towns of Bukusia, Lookia, Naqaqa, Vatuvosola, Nibutantau, and Tavua i Colo, and the villages adjacent to them.

4. In my former despatch I informed your Lordship that I had gone to Nadi (from whence I wrote), to concert with Mr. Carew the measures necessary for the restoration of order and the punishment of those who had disturbed it.

5. After consultation with Mr. Carew and others, the following plan of operations was determined on.

6. It is intended that the trained and drilled police force, now encamped at Nasaucoko, should be replaced there by men from the eastern islands, and that the police so relieved should march to Nadi, proceed from that place by water to Ba, whence they will march to Nadrau, a friendly town in the interior at the head of the Sigatoko River.

Nibutautau, which is in the immediate vicinity of Nadrau, will be summoned to surrender the criminals who have taken refuge there, and, in case of refusal, that town will be at once occupied by the police.

The force will then march down the course of the Sigatoko River, occupying on its way every village which has not previously given in its adhesion to the Government.

The force stationed at Nasaucoko will prevent the escape to the west of any fugitives from the villages so occupied by the police, and the loyal tribes of the Wai, in Mala and Namosi, organized by Mr. Carew, will equally prevent flight to the hill country in the east.

A considerable body of men under Roko Tui Nadroga, drawn up on the Sigatoka opposite Lookia and Bukusia, bars egress thence to the coast.

7. A glance at the accompanying map will show your Lordship the relative position of the different localities which I have just mentioned, and render the proposed plan of operations more thoroughly intelligible.

8. Above Beimana to the east, in the direction of Namosi, the country is hilly and covered with forest, and the tribes of the lower part of the river, who have taken the most active part in the present struggles, have expressed their intention of taking refuge in this region when worsted by the Christian tribes, and of keeping up hostilities for an indefinite time from these mountain strongholds.

By commencing operations from the north this danger will be avoided, and the disaffected tribes will be driven down to a point where, hemmed in by the different co-operating bodies of police and tribal auxiliaries, the capture of those who have not previously submitted will be inevitable.

9. It appeared to me that the slight amount of risk involved in a journey to Nasaucoko was fully justified by the advantage likely to be derived from a personal interview with some of the loyal mountain Chiefs, and the encouragement which my visit would give the force. I accordingly went there, a journey of two days, on foot. At the mountain village of Waiwai, where I passed the night, I was met by an escort from the fort, and reached it without molestation.

10. The country through which I passed consisted for the first twelve or fourteen miles of open rolling plains covered with grass, thinly dotted over with *Pandanus*; here and there, in the neighbourhood of villages or watercourses, clumps of trees are to be found. The hills then rise somewhat suddenly, and at the height of about 2,000 feet above the sea is an extensive plateau, from which higher mountains spring. Clumps of wood become more frequent, and at a distance of twenty miles inland, the country, although not uniformly covered with forest, as is the case in the eastern part of the island, is decidedly well wooded. The highest pass crossed was about 2,500 feet by the barometer, and the highest of the surrounding mountains were probably about 1,500 or 2,000 feet higher.

11. Nasaucoko itself is situated in a fine broad and fertile valley, into which the waters of the plateau leap in two magnificent cascades.

The fort is strong for a native place. It is surrounded by an earthen wall about seven feet high, plentifully loopholed, and surmounted by a palisade. Outside the wall is a deep ditch, beyond which is another palisade. A third palisade surrounds the place at a distance of about sixty or seventy yards.

The river here flows in such a manner as to form a large peninsula, of which Nasaucoko is nearly the centre, and the whole of the ground between the fort

and the river has been cleared, and is now a flourishing garden of bananas, sweet potatoes, and other food plants.

12. At Nasaucoko, I met and had much interesting conversation with Kolikoli, the Chief of the important town of Beimana, and some other leading mountaineers.

Kolikoli informed me that, after the meeting at Mavola, he had convened a meeting of all the mountain tribes on the Sigatoko, and had announced that, so far as he was concerned, the declarations of the Government appeared to him considerate and acceptable, and that he thought the agreement come to good, and intended to abide by it. The principal Chief of Naqaqa, Kolikoli added, had followed him in the same strain, and all had seemed to go well, until Mudu, Chief of the Gali Mari, rose to speak. He said that he was of another mind, that he hated Christianity and the Government, and that he only came to the meeting in the hope that Kolikoli had called them together to concert measures for an immediate attack on the camp at Nasaucoko. Bisiki, another mountain Chief from the small village of Na Moli, but a man of great influence and energy, took the same side, and the meeting broke up in confusion.

13. Subsequently, each of the tribes had separate meetings of their own. At Beimana itself, Kolikoli's personal influence was sufficiently strong to prevent open hostility, but an opposition party existed which has, until lately, prevented his active support of the Government. That party has, however, after an attempt, within the last few days, to assassinate Kolikoli, been completely worsted, and he is now free to help us.

14. At Naqaqa, the head Chief and his brother made speeches urging obedience, but Mudu, who was present, spoke in an opposite sense, and carried with him a majority of the tribe. At Gali Mari, Mudu had, of course, no difficulty in obtaining a decision according to his own wishes.

15. After returning to Nadi, I walked across the country to Nadroga. My walk occupied three days, in the first of which I came into closer contact with the Kai Colo than had been anticipated, or than was altogether prudent.

While at supper in the village of Katuma, we saw the neighbouring village of Vakula, about a mile off, burnt by the mountaineers. Of course, an attack upon the village we were in—a very small one—was apprehended, and we watched all night, but no assault was made.

16. On the next night, I slept at Tanwau, a large native town on the Tovu River. This town is better situated than any Fijian town I have yet seen. It is not walled, and its houses and gardens are scattered amongst very fine trees, whilst for miles around the country is cultivated with the greatest care, neat storehouses for the bananas and yams being placed at regular intervals through the fields and gardens.

From this town, it is but a short walk to Cuvu, the chief town of Nadroga.

17. With the exception of the district about Tanwau, the country traversed by me between Nadi and Nadroga was, generally speaking, bare and open, and is but thinly peopled. It is, apparently, better adapted for pastoral purposes than for agriculture.

18. At Nadroga, I saw the Roko Tui, Ratu Luki, on whom I impressed the absolute necessity that no forward movement should be made by him until he received intelligence of the approach of the police from Nadrau, as any premature action on his part against the towns of Lookia and Bukusia would, if successful, scatter their occupants, who would then either take refuge in mountain retreats, where it would be difficult to dislodge them, or else would be driven back upon the loyal district of Beimana, which, before the arrival of the Nadrau force, we might be unable efficiently to protect.

19. I have left my private Secretary, Mr. A. Gordon, with the Roko Tui Nadroga, both to keep him constantly in mind of this injunction, and also to secure the harmonious co-operation between him and the Roko Tui Namosi and the Bulis of Serua and Vatu Karasa, among whom mutual jealousy prevails. In the event of a collision his presence will not been the less useful to restrain the excesses which a force of so irregular a character, if not under vigilant control, may not improbably be disposed to commit. This, in my opinion, is the weakest part of the combined movement, and, unless great dispatch is shown in the advance of the Nadrau force, I fear it may be impossible to restrain some injudicious act of impatience on the part of these forces.

20. All the Rokos, Bulis, and other Chiefs have shown the greatest alacrity

and willingness in their assistance to the Government, and when the affair is over I shall have to bring the names of some among them specially to your Lordship's notice.

21. Since writing the greater part of this despatch I have received the inclosed letter from the Roko Tui of Ba and Yasawa, reporting the surrender of the Naqaqa tribe.

I have, &c.
(Signed) ARTHUR GORDON.

Inclosure 1 in No. 56.

Sketch.

Inclosure 2 in No. 56.

Sir, *Sagunu, May* 26, 1876.

I WRITE with reference to my messenger (Mata) which I sent to Naqaqa. When he returned the people of Naqaqa accompanied him down; they came and sued for peace.

They are now residing at Sagunu. They arrived here on Thursday the 25th of May.

Again we have made all preparations, we have reviewed our forces, and all you spoke to me about is being fulfilled by us.

We are now waiting for the soldiers' accoutrements.

My love to you.

I am, &c.
(Signed) PENI YANI VUKI.

His Excellency the Governor of Fiji,
&c. &c. &c.

No. 57.

The Earl of Carnarvon to Governor the Hon. Sir A. H. Gordon, K.C.M.G.

Sir, *Downing Street, July* 22, 1876.

I HAVE the honour to acknowledge the receipt of your despatch of the 7th ultimo,* and to convey to you my approval of the measures which you have taken in consequence of the recent disturbance in Viti Levu.

I am glad to observe that you continue to be confident that the disturbance will not extend beyond the small area to which it has hitherto been confined.

I have, &c.
(Signed) CARNARVON.

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* No. 56.

The lines of mountains merely indicate the watershed of the country.

Towns burnt by Kuilolo _____. *Hostile Towns* =====. *Route* _____.

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FURTHER CORRESPONDENCE

RELATIVE TO THE

COLONY OF FIJI.

[In continuation of C. 1404 of February 1876.]

Presented to both Houses of Parliament by Command of Her Majesty.
August 8, 1876.

LONDON:
PRINTED BY HARRISON AND SONS, ST. MARTIN'S LANE,
FOR HER MAJESTY'S STATIONERY OFFICE.

1876.

[C.—1624.] *Price* 4*s.* 6*d.*